



**ADOPTED
OCTOBER 19, 2009**

TOWN OF MARSHALL COMPREHENSIVE LAND USE PLAN



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2030 COMPREHENSIVE LAND USE PLAN

*Prepared for
Town of Marshall, North Carolina*

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TABLE OF CONTENTS

<u>Sections</u>	<u>Page</u>
1 Introduction.....	1
2 2030 Vision & Goals.....	7
3 Implementation Strategies.....	39
 <u>Appendices</u>	
A. Background Research.....	52
B. Downtown Development.....	112
C. Summary of Previous Plans.....	140
D. Comprehensive Land Use Plan Public Input.....	161



I.1 Setting the Stage

The Town of Marshall rests in the beautiful French Broad River Valley 20 miles northwest of the City of Asheville. The 30-minute drive from Asheville to Marshall is almost as stunning as the destination itself. The first part of the trip occurs on multi-lane highways with distant views of the Blue Ridge Mountains. After entering Madison County on US 25/70, the traveler encounters a rural rolling landscape. On the "old road" along Ivy Creek, the scenery changes to a narrow valley bordered by a clear stream; the winding road is almost entirely in shade. When the Ivy joins the French Broad River this vista opens for a time, making the wide expanse of water visible, but then the scene changes again for the remaining few miles of the trip and becomes even more dramatic. There is only enough room for a two-lane road in this valley because on the north side, a steep cliff with exposed black rock forms a wall and on the south side the railroad line - still in use - takes up almost all of the land between the road and the riverbank. The traveler enjoys brief glimpses of the river between the trees on one side and the glistening rocks on the other, until the rock face gives way to reveal the charming and historic Town of Marshall.

The historic core of the Town of Marshall is nestled into the mountainside along the French Broad River, creating an unmatched natural setting in comparison with many other small towns. An island with an old school building converted to artist studios is positioned in the river connected by a bridge to historic downtown Marshall. Highlighting the built environment is the dome and cupola of the Historic Courthouse that creates a prominent vista point from all the main entrances into the downtown.



Historic Downtown Marshall
(Photo courtesy of Doug Mackenzie)

This wonderful setting has mostly been preserved over the years as flood hazards, the availability of buildable land, steep terrain and winding regional transportation routes have limited the potential for urban development on the Town's edges. However, over time, transportation corridors have improved, providing more direct access to developing areas near Marshall.

I.2 Why Plan?

Town residents and leaders recognize the potential for growth within the area and the need for a comprehensive approach to guide future land use policies and decisions. In recent years, the Town has conducted numerous plans on specific elements that are often included in a comprehensive land use plan and the Town recognized the need to incorporate the studies into one clearly articulated document outlining a more comprehensive view of future land development. The Town selected Benchmark CMR, Inc. to assist with this planning process – providing technical assistance and leadership in the development of this Comprehensive Land Use Plan. In addition to the Town's desires and future vision, additional reasons to develop a land use plan are described as follows:

- *A good, clearly articulated plan forms the basis of a community's vision of its future. Without it, regulatory controls can be legally challenged as arbitrary.*
- *A good plan ensures that a community can provide services like police, fire, and refuse collection efficiently while maintaining a relatively low tax rate for its citizens.*
- *A good planning process involves a wide variety of citizens and interests. Once a community reaches consensus, the vision created in the plan can make future decision-making easier and less politically charged.*
- *Resources provided by state and federal governments are increasingly tied to good plans and planning processes. Highway funds, water and sewer grants, and environmental clean-up funds are easier to bring to your community if you have a well-crafted plan that shows extensive community involvement.*

Source: North Carolina Chapter of the American Planning Association

It is important for local governments to be visionary and forecast future conditions, which enables them to plan accordingly. It is the aim of this Comprehensive Land Use Plan to do this. It looks at past and current development trends and plans, briefly analyzes demographic and economic data, captures a vision of what the community desires to be, and presents a plan of action to accomplish community desires in 2030 – a 20 year vision of what the future may hold for the Town of Marshall.

I.3 Purpose of Marshall Comprehensive Land Use Plan

The purpose of this Comprehensive Land Use Plan is to establish the groundwork for implementing the long-range development and conservation objectives of the Town of Marshall. The Plan is intended for use by government agencies, planning staff, residents, property owners, developers, planning boards, and elected governing bodies concerned with the Town's growth and development.

Although there have been several planning processes and studies involving the Town of Marshall, this Comprehensive Land Use Plan is the first to pull together all previous plans, information, and public input. This Plan will serve as the basis for future land use decisions made in Marshall over the next 20 years. The Plan is not law, but rather a guide to assist community leaders in making decisions regarding the future development of the Town of Marshall. It is an important tool, intended to shape the future of the Town into the most desirable outcome.

Recommendations for directing land development are generally defined by the Plan, which describes the framework for the arrangement of land use, traffic circulation, and public services that will encourage and contribute to the economic, social, and physical welfare of the Town. The Comprehensive Land Use Plan for the Town of Marshall is a collective vision of the future of the Town. It provides a basis for both short-range and long-range planning decisions. The Plan is a guide to address opportunities and concerns stated by the residents of the Town, as well as a tool to enhance quality of life. The Plan's goals and implementation strategies were created after analyzing all public input and information gathered in previous planning efforts and additional input from the citizens of the Town of Marshall.

Once adopted, the Comprehensive Land Use Plan becomes the Town of Marshall's official public policy to guide decisions related to growth, quality of life, and capital investments. Future decisions should be weighed against the Plan. However, the Plan must be flexible enough to allow for amendments as dictated by changes in existing community conditions. The Plan is not static, but rather dynamic, requiring constant review and updating. Since it is dynamic it needs to be updated preferably on an annual basis.

For the Plan to be functional and practical, it must be:

- An expression of the development goals, principles, policies, and criteria for the Town of Marshall's physical growth;
- A tool for decision-making that will allow proposals for land use to be evaluated on a daily basis in the context of the Town's development goals;
- A clearly stated strategy for development that will serve as a framework for characterizing and prioritizing key projects for implementation by both the public and private sector;
- A flexible tool that will adjust to evolving conditions over time;
- Easy to use by the general public, community leaders and the development community; and,
- The framework for zoning ordinances, development regulations and regulatory instruments as implementation tools to achieve the goals of the Plan.

The Comprehensive Land Use Plan is composed of text, maps, and figures. The essence of the Plan is contained in the vision, goals, and implementation strategies in the text, and the Future Land Development Concept Map in graphic form. The Plan establishes the context and intent of the Town's development goals and strategies. It is in this context that land use regulations and decisions can gain improved legal standing.

The Plan covers the incorporated town limits of Marshall as well as a general one-mile area around the primary corporate limits. Marshall currently has no service areas or extraterritorial jurisdiction (ETJ) outside of the town limits; although one is desired.

The Plan is intended to be a mechanism from which decisions can be made that will shape the Town of Marshall over the next 20 years. It is important to note the following:

- Nothing in this Plan can be construed to require the expenditure of funds by any public or private entity. The Plan is a framework to focus expenditure if the Plan is to be implemented.
- Nothing in the Comprehensive Land Use Plan can be construed to require changing any zoning on any parcel of land within the jurisdiction of the Town of Marshall or change the text of any Ordinance. All rezonings and text amendments are still subject to the requirements set forth in the North Carolina General Statutes.

I.4 Planning Process for Comprehensive Land Use Plan

The Town of Marshall's Comprehensive Land Use Plan process began in response to a recommendation from the Strategic Economic Development Plan completed in late 2007 that recommended updating the 1970 Land Use Plan as a Comprehensive Plan. In November of 2008, the Planning Board recommended to the Town Board of Alderman to send out a request for proposals (RFP) for contractors to complete the Comprehensive Land Use Plan. The Planning Board also recommended a proposed schedule for the planning process. The Town Board voted to approve the Planning Board's recommendations and, in March 2009, the Planning Board and Town Board selected Benchmark CMR, Inc. to complete the Plan. The Planning Board acted as the advisory committee to help guide the Plan through the process. The Planning Board worked together with Benchmark to draft this Comprehensive Land Use Plan guiding the overall process, discussing the issues, reviewing public input, background research, and draft recommendations to determine a future direction for the Town.

Steps in the Process:

- **Background Research and Key Issues Identification Phase**

A brief inventory of population, housing, socio-economic, economic development, community facilities, environment and natural resources, historic and cultural resources, and existing land use was compiled. An initial report was developed summarizing the background research, Planning Board input, previous planning and public input initiatives, and key findings. The Planning Board reviewed this preliminary background information and key findings in May 2009 and gave comments to Benchmark for revisions.

- **Plan Creation Phase**

The Planning Board and Benchmark worked in May and June 2009 to draft a vision, goals, and strategies that addressed the key issues.

- **Public Input Phase**

A public input meeting was held in July 2009 to present background information, key findings, and draft vision, goals, and strategies and gather feedback on the proposed Plan.

- **Plan Adoption Phase**

The Planning Board met in August and September 2009 to review the Plan and ensure that public comments had been addressed. The Planning Board made a recommendation for approval of the Plan at its October meeting. The Town Board of Aldermen reviewed and adopted the Comprehensive Land Use Plan on October 19, 2009.



2.1 Introduction

Since 1970, the Town of Marshall and Madison County have had numerous plans and studies completed thanks to the efforts of individuals, governing boards, planning boards, and committees with the assistance of organizations such as HandMade in America, North Carolina Small Towns Economic Prosperity (NC STEP), North Carolina Division of Community Assistance, and Land-of-Sky Regional Council. Each of these studies focused on different planning elements that affect the growth, stability, and economic prosperity of the town. The extensive public input from these previous planning efforts can be found in Appendix C of this Plan. Appendix C also provides information on the implementation strategies and their status from previous planning efforts.

The purpose of this Comprehensive Land Use Plan is to incorporate the information, goals, and strategies of those previous plans and studies, along with the efforts of this Plan, into a cohesive “road map” for Marshall to follow so its future vision can be reached.

Businesses and individuals make plans everyday for their future, which provides vision and direction for their actions. Local governments also should make plans and establish a future vision as well to know where they are headed and how to provide adequate service to meet the desires of the citizens they serve.

The extensive public participation and citizen input was utilized to establish the overall “vision” for the future of Marshall. Residents, business owners and Town leaders attended public meetings and provided their input at many meetings and through surveys held over recent years indicating their desires for the future of Marshall.

2.2 The Vision for 2030

The Vision statement provides a verbal illustration of what the Town wants to become and what it will be like in the future. It also provides some basic land use and development principles that will guide goal-setting for land use, development, and the content of policies to achieve these goals. Background research, previous public input and the vision statements from the Town's 2005 Business Area Redevelopment Plan and 2007 Strategic Economic Development Plan served as the basis for formulating the vision statement.

“The Town of Marshall provides a beautiful and tranquil setting in which to live, work, and recreate for every generation. There is a shared sense of place, culture, history, and community where residents, business owners, and visitors thrive. Downtown Marshall boasts awe-inspiring mountain and river views, new infill development and a variety of businesses in renewed historic buildings serving the surrounding community while attracting tourists seeking artistic enrichment and mountain heritage. Marshall is the center of an outdoor recreational corridor between Hot Springs and Asheville serving biking, hiking and paddling enthusiasts. The Town's infrastructure has been updated for increased capacity and maximum efficiency to ensure that Marshall can grow at a sustainable pace as it provides for existing development. The Town's streets are attractive, well-maintained, and safe with adequate parking, improved accessibility, and provisions for automobiles, pedestrians, and bicycles. Marshall takes pride in and strives to realize this shared vision by following the town's motto: ***‘The best of our past will create the best of our future’***.”

2.3 Goals

Set forth in this section are the goals and concepts to achieve the vision for Marshall. The goals for the Comprehensive Land Use Plan are primarily built upon the vision and the compilation of goals and strategies from previous plans. Each goal is defined in more detail after the brief summary below.

Goal 1: Promote sustainable land development patterns and practices.

It is the desire of the Town of Marshall to establish sustainable land development patterns that incorporate appropriate future uses, preserve existing scenic and natural resources, conserve farmland and open space and maintain the mountain heritage and historic character of the Town. The Town desires growth; however, not at the cost of destroying its natural environment by over-utilizing the land, supporting services, and infrastructure that provide a basis for new development. A moderate pace of development is desired to enable the Town to better meet the needs of its current and future residents.

Goal 2: Establish safe, diverse, and efficient transportation networks.

Communities in mountain regions face the challenge of overcoming extreme topography in developing transportation routes that are well connected and provide means for alternative modes of transportation. It is the desire of Marshall to surmount this obstacle and establish future transportation patterns that provide alternatives, create safe movement patterns, and establish connections between major destinations, such as downtown, the library, the bypass, parks, residential neighborhoods, Blannhasset Island and the river.

Goal 3: Strengthen economic development and Downtown revitalization opportunities while maintaining the character of the Town.

The historic downtown core and Blannhasset Island serve as the traditional focal points of the Marshall community and should be preserved and revitalized. Since the beginning of the town, business activity focused around the downtown with the Island serving as the location for the public school. Downtown and the Island still serve as the primary focal points and promise for the future of Marshall. Although new development has appeared on the bypass, downtown is still the most recognizable and special place.

Goal I: Promote sustainable land development patterns and practices.

Goal Summary

It is the desire of the Town of Marshall to establish sustainable land development patterns that incorporate appropriate future uses, preserve existing scenic and natural resources, conserve farmland and open space and maintain the mountain heritage and historic character of the Town. The Town desires growth. This should not take place, however, at the cost of destroying its natural environment by over-utilizing the land, supporting services, and infrastructure that provide a basis for new development. A moderate pace of development is desired to enable the Town to better meet the needs of its current and future residents.

Overall Goal Strategy

A total of seven future land use concepts to help implement this goal were established. These concepts build upon previous public input and the characteristics of existing land development patterns and resources.

- Environmental Considerations
- Residential Development
- Historic Downtown Core
- Highway Commercial
- Mixed Use Corridors
- Industrial Parks
- Gateway Nodes and Corridors
- Parks and Recreation
- Outlying Growth Areas

Environmental Considerations

The mountainous terrain characterizing the Town of Marshall and the surrounding area present certain environmental constraints that need to be taken into consideration when development occurs. Constraints such as topography, water courses, rock outcroppings, erosion, and vegetation create the need for both regulatory protection and flexibility in the design of development. For this purpose, the following design concepts are proposed to guide all future development-residential and non-residential-within the Town of Marshall.

Conservation/Cluster Developments

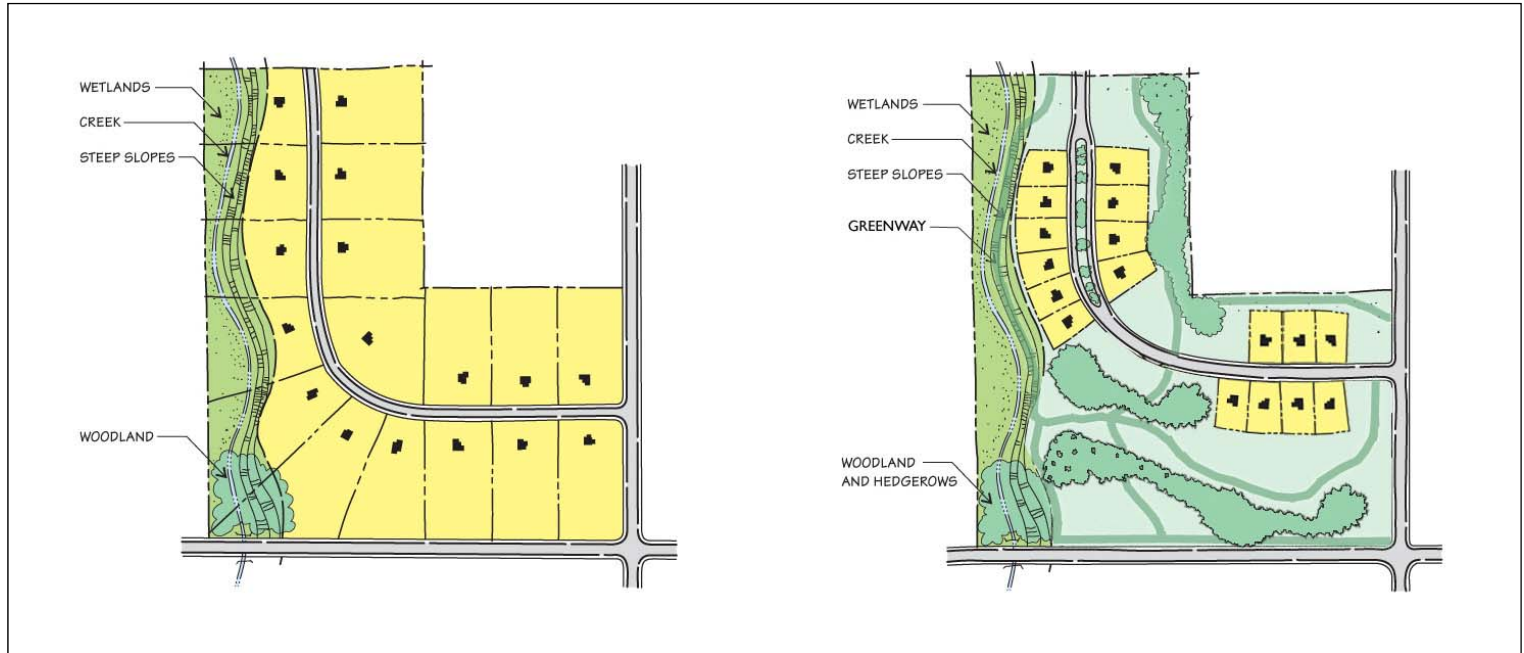
Traditional lots and parcel subdivisions do not always take into account the physical and environmental features of a particular site. Normally, lot lines would simply be drawn out and made to fit the site versus the site determining where lot lines would be drawn. In the mountains, it becomes even more important to examine natural features, slopes, mountain views, and other such site characteristics to ensure the important elements of a parcel of land can be adequately addressed prior to the subdivision into smaller parcels.

The conservation/cluster development concept helps prevent the loss of rural, scenic, and environmental character through flexibility in the size and distribution of lots that are designed based on density not a 'minimum' lot size. Minimum lot sizes encourage a set lot size, whereas conservation development allows for a variety of lot sizes in order to protect useable open space and special features of the property.

Conservation/Cluster Development Concepts

- Rely on **density-based** development and allow reductions in lot size for subdivisions that protect the character of the landscape by preserving useable open space.
- Require the identification of primary and secondary conservation areas to protect existing environmental features, as well as viewsheds and historic resources.
- Minimize the clearing of vegetation and preserve important natural features.
- Preserve existing farmland and areas with soils suitable for agriculture
- Require that any reduction in lot size to be set aside as open space in a conservation easement or as common area maintained by a Homeowners' Association.
- Allow a variety of open space types including parks, squares, greenways, greenbelts, nature preserves, and agricultural preserves.

Figure 2-1 - Traditional Subdivision Layout **Figure 2-2 - Conservation Subdivision Layout**



Source: Southeastern Wisconsin Regional Planning Commission (SEWRPC). "Conservation Subdivision Design." 2002 & modified by Benchmark, CMR, Inc., 2009

Steep Slope, Ridgeline and Mountain Viewshed Protection

The steep slopes and mountain ridges that frame Marshall create a beautiful setting. The run-off from steep slopes during heavy rains can create flooding and landslide hazards that threaten life and property. This has been a major concern in mountain counties of North Carolina during recent years. The Land-of-Sky Regional Council used funding obtained from the Z. Smith Reynolds foundation to establish a Mountain Ridge and Steep Slope Advisory Committee to study this issue and develop strategies to promote safer, more responsible, and sustainable development. In April of 2008, the Council and Committee produced a report entitled *Mountain Ridge and Steep Slope Protection Strategies*. The report identifies general strategies for the local governments of western North Carolina, collectively and individually, to follow in order to avoid the pitfalls of mountainside and mountaintop development. Additionally, the State of North Carolina has funded landslide hazard mapping efforts through the North Carolina Geological Survey since 2000. So far, five counties have been mapped or are in the process of being mapped. Madison County is not among these at this time.

Steep Slope, Ridgeline, and Viewshed Concepts

- Determine the level of slope at which development becomes problematic and increases the risk for landslide potential. This usually falls somewhere between 15 percent and 30 percent slope.
- Decrease the allowable density on a sliding scale for developments that contain slopes greater than the determined threshold. For example, Jackson County uses the following sliding scale for steep slope development:

Table 2-1: EXAMPLE of Steep Slope Density Requirements

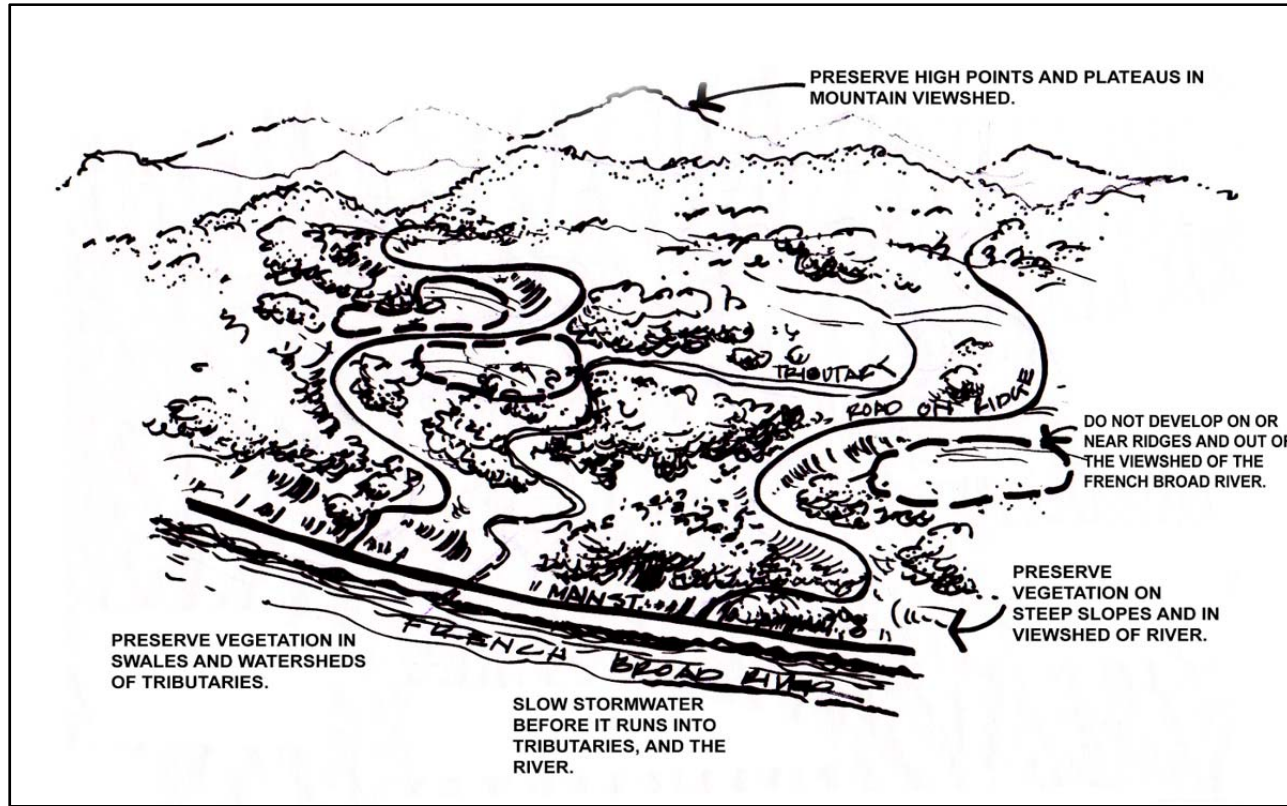
Average Slope of Land to be Developed or Subdivided	Minimum Lot Size (acres)	Maximum Density (lots per acre)
30-34%	2	0.5
35-39%	2.5	0.4
40-44%	5	0.2
45% or more	10	0.1

Source: Jackson County, NC Steep Slope Protection Ordinance

(This example form Jackson County is not a recommendation for development regulation in Marshall.)

- Maintain overall allowable density for conservation developments that avoid such slopes and preserve them as conservation areas.
- Require cut-off lighting fixtures of limited height to reduce light emission on steep slopes.
- Incorporate a variety of street cross sections that can be adapted to varied terrain and utilize appropriate stabilization techniques.
- Limit structure height so that no structure extends beyond the highest point of a mountain ridge.
- Adopt storm water requirements that require developments to release storm water at the same rate as existed pre-development.
- Establish undisturbed buffers along perennial streams to maintain bank stabilization provided by vegetation.
- Limit the amount of cut and/or fill on development sites.

Fig. 2-3: Slope, Ridgeline, and Viewshed Protection Concepts



Source: Marshall Workshop 2007: *Uniting Community and Students through Cooperative Design*

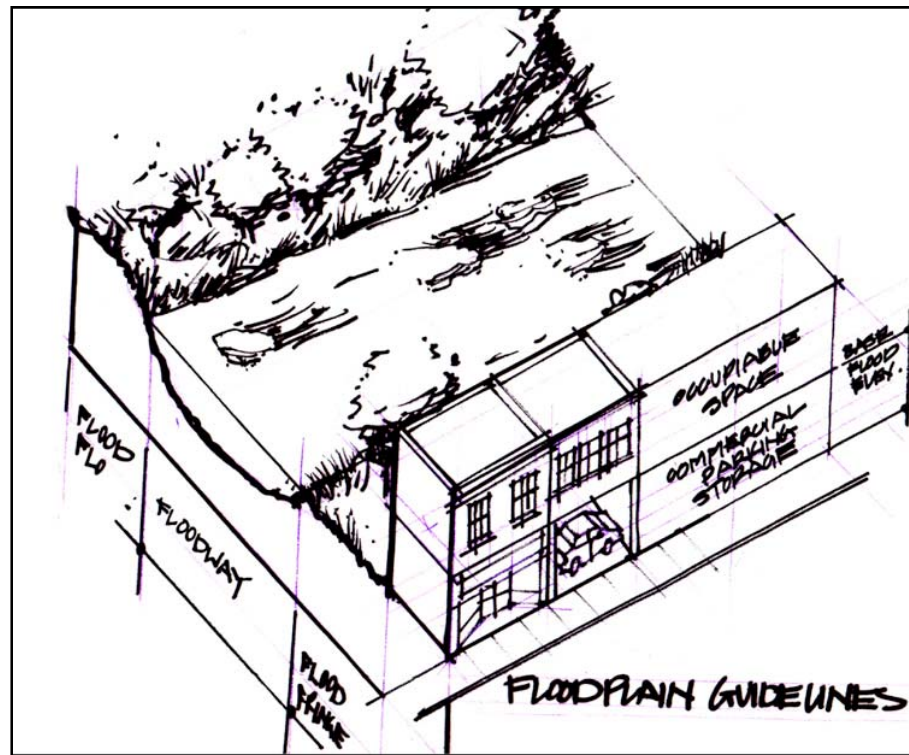
Floodplain Development

The Town of Marshall participates in the National Flood Insurance Program through enforcing an approved Flood Damage Prevention Ordinance. The floodways and Special Flood Hazard Areas (100-year floodplain) for the French Broad River Basin have recently been remapped by the North Carolina Division of Emergency Management, and the Town has recently adopted the updated maps and Flood Damage Prevention Ordinance. Approximately half of the downtown (predominantly the south side of Main Street) is located within the 100-year floodplain, therefore all new development and significant improvements to existing development in this area must meet flood damage prevention requirements. This presents several constraints for new construction and redevelopment within the downtown. The drawing below illustrates a strategy to develop within these

parameters. Portions of new and redeveloped buildings located below the base flood elevation can be used for storage and parking.

- Floodplain Development Concepts**
- Consistently enforce the Flood Damage Prevention Ordinance to maintain good standing in the National Flood Insurance Program.

Fig. 2-4: Floodplain Development Strategy



Source: Marshall Workshop 2007: *Uniting Community and Students through Cooperative Design*

Residential Development

The dominant land use within Marshall is single-family residential, accounting for nearly 10 percent of the total use of land. Nearly 72 percent of the land is Farmland/Vacant/Undeveloped. In the future, as the land develops around Marshall, it will most likely become single-family residential. Three categories of residential land use have been developed to more narrowly define the location and density of residential land use patterns over the next 20 years. Overall concepts that apply to residential development include conservation subdivision development and steep slope, ridgeline, and viewshed protection.

Low Density Residential (Green)

The areas displayed in green on the Future Land Development Concept Map represent areas that have significant limitations for development because they have constraints, such as steep slopes. They also represent conservation lands, agricultural lands, existing low-density residential development, and areas of limited infrastructure. The existing natural resources in these areas are poorly suited for urban density development and growth. It is expected that these areas will continue to have extremely low density rural development over the next 20 years. Development of infrastructure and various facilities to support urban growth may not be fiscally or environmentally desirable in these areas. In addition, ridgelines, high points and plateaus frame the downtown in this area and provide scenic mountain views.

Low Density Residential Development Concepts

- Encourage urban growth at other locations where adequate facilities and services are available to support more intense development.
- Promote low density scattered residential uses that maintain the rural and scenic nature of the area while protecting environmentally sensitive areas.
- Maintain a low density residential zoning district in areas identified as “Low Density Residential” on the Land Development Concept Map.
- Set a maximum density of one dwelling unit per two acres (0.5 DUA) for major subdivisions in the low density residential zoning district.
- Establish minimum lot size for exempt and minor subdivisions at ½ acre in the low density residential district with a limitation on the number of minor subdivisions within a reasonable time period.
- Establish a minimum lot width for non-conservation development in the low density residential zoning district.
- Encourage conservation subdivision design throughout the area.
- Encourage steep slope, ridgeline and mountain viewshed protection.

Medium Density Residential (Yellow)

Areas of the town that have a greater capacity for moderate residential growth, have more level topography, are served by existing water and sewer lines, and are in close proximity to existing concentrations of residential development. These areas have been identified for future medium density residential development and are displayed in yellow on the Future Land Development Concept Map.

Medium Density Residential Development Concepts

- Encourage growth near existing development where adequate facilities and services are available to support a more dense population.
- Allow for a medium density residential zoning district in areas identified as “Medium Density Residential” on the Land Development Concept Map.
- Set a maximum of two dwelling units per acre (2 DUA) for the medium density residential district.
- Establish a minimum lot width for non-conservation development in the medium density residential district.
- Encourage conservation subdivision design throughout the area.
- Encourage steep slope, ridgeline and mountain viewshed protection.

High Density Residential (Brown)

Within Marshall, very few areas exist where higher density residential development is suitable. Given the extreme slopes and poor soils for urban development, it is very difficult to establish high density areas. However, some areas do have appropriate utilities and soil stability to support an increased density. The areas identified for higher density are located adjacent to existing areas where apartments and townhomes are located.

High Density Residential Development Concepts

- Allow for limited high density residential zoning in areas identified as “High Density Residential” on the Land Development Concept Map adjacent to existing apartments and townhomes where utilities are available.
- Maintain the current maximum density of 10 dwelling units per acre (10 DUA) for the high density residential zoning district.
- Establish a minimum lot width for non-conservation development in the high density residential zoning district.
- Encourage conservation subdivision design throughout the area.
- Encourage steep slope, ridgeline and mountain viewshed protection.

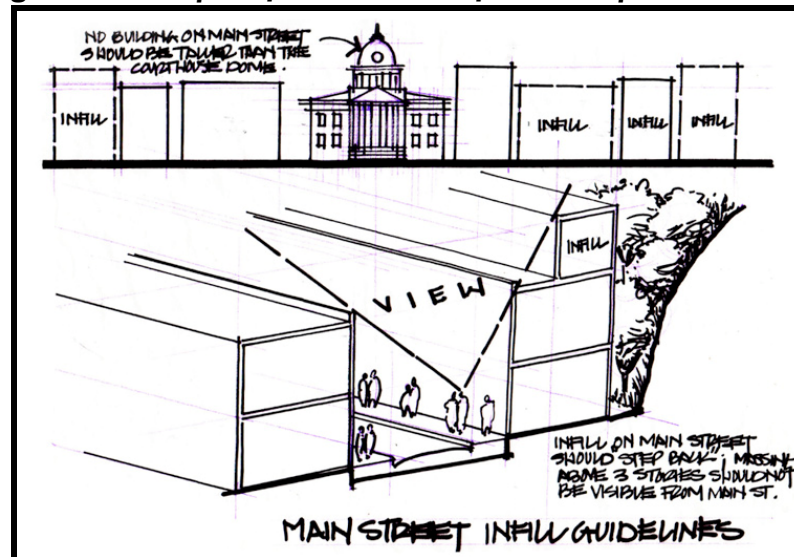
Historic Downtown Core (■ Pink)

Downtown Marshall is almost entirely within a National Register District. The downtown is a vibrant area with shopping, dining, retail, banking and governmental land uses. The development concepts for this category focus more on land use strategies while Goal 3 deals with the economic development aspects of the downtown. It is essential to coordinate the land use strategies for this category with the more detailed concepts of Goal 3.

Historic Downtown Core Development Concepts

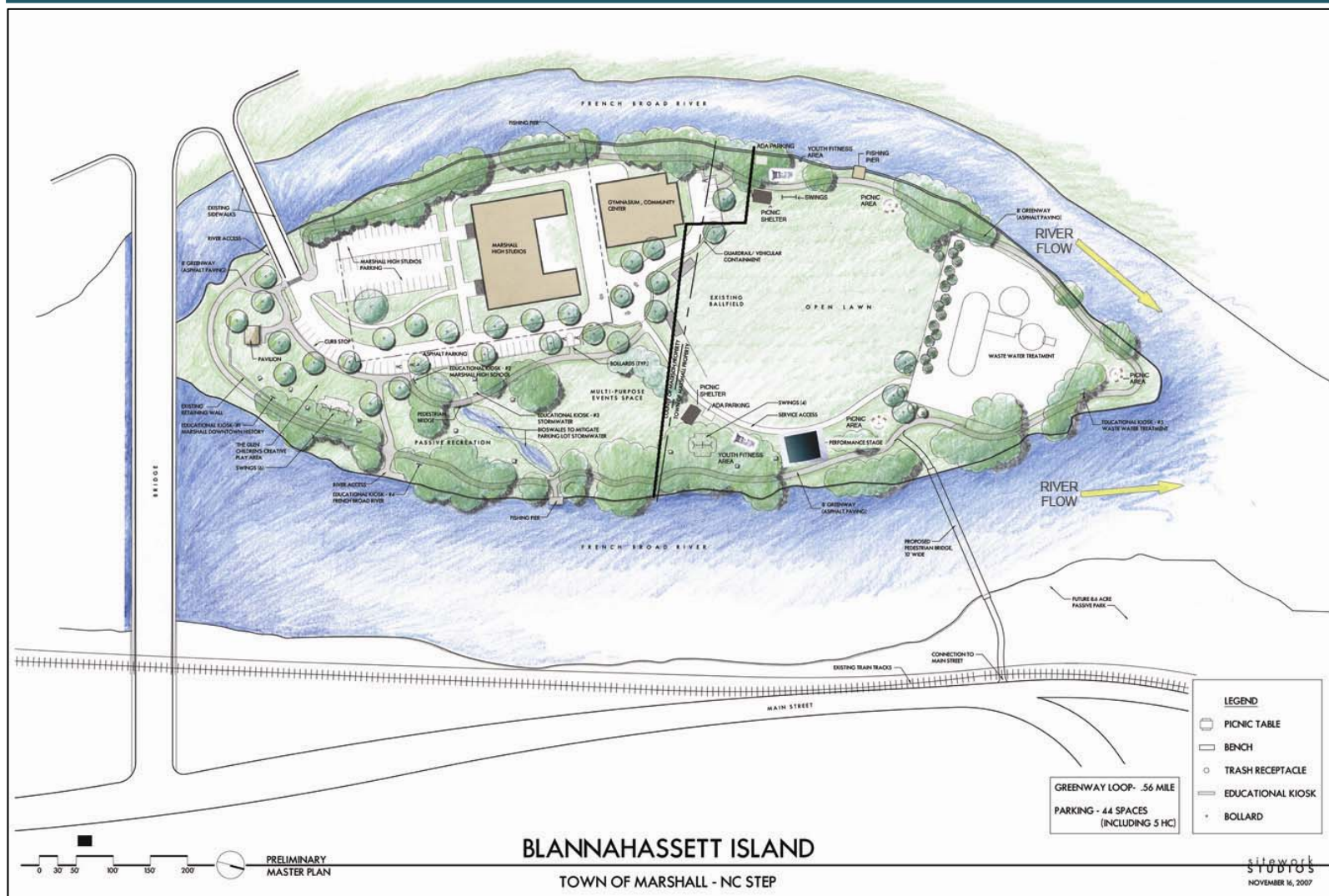
- Allow for retail, professional services and offices, upper story residential, restaurants, governmental & civic uses.
- Implement the Blannahasset Island Master Plan, and provide a pedestrian connection between the Downtown and the Island.
- Preserve the small-town unique character of the Downtown.
- Complement the existing historic architecture with compatible infill development.
- Enhance the pedestrian orientation of the Downtown area by encouraging streetscape design that is inviting and on a human scale by improving crosswalks, installing pedestrian-scale lighting fixtures, and installing street trees.

Fig. 2-4: Example of Downtown Infill Development Strategy



Source: Marshall Workshop 2007: Uniting Community and Students through Cooperative Design

Map 2-1: Blannahassett Island Master Plan



Source: Sitework Studios Rendering of Blannahassett Island Master Plan - 2007

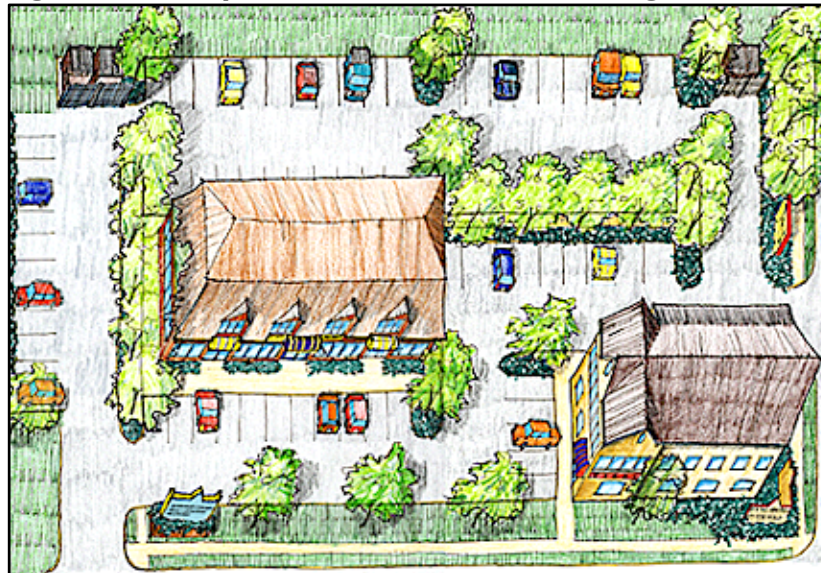
Highway Commercial (■ Red)

Most new development in Marshall is located along the US Highway 25/70 Bypass. This area has older strip development and new small scale strip commercial shopping centers, including the recently completed Ingles grocery store. Additional commercial development is likely because of good site access and the availability of water and/or sewer services.

Highway Commercial Development Concepts

- Discontinue the use of cumulative zoning districts.
- Establish dimensional standards for lots.
- Promote access management and shared parking.
- Require buffers between incompatible zoning and/or uses.
- Require parking lot and front yard landscaping.
- Discourage large amounts of parking in the fronts of buildings, and encourage parking in the side and rear yards.
- Require the screening of trash containers, mechanical equipment, and outdoor storage.

Fig. 2-5: Example of Commercial Site Design Standards



Source: 1997 Penn State Architecture Department

Mixed Use Corridors (Orange)

Several key corridors within the Town and immediately outside of the Town limits have been identified for future growth; although, a strip commercial pattern is not desired. The projected future land uses along these corridors do not fit into a distinct land use category such as residential or commercial. It is envisioned that these corridors will develop as mixed use to accommodate a variety of uses including medium to high density residential, limited commercial, and office uses.

Along these corridors, infrastructure, such as transportation, water and sewer, either exists or may be present in the future to facilitate growth. As the corridors develop, guidelines regulating appearance, buffers, and connectivity shall be in place to promote compatibility between uses as opposed to potential nuisance impacts, such as noise. A mix of uses will also encourage walking and alternative forms of transportation along these busy roadways.

The corridors identified for mixed use include the following areas:

In Town

- Business 25/70 north of downtown
- Lower Walnut Creek Road

Outside of Town

- Walnut Creek Road
- NC 213
- Tillery Branch Road
- Regional Medical Facility Area

Mixed Use Corridor Concepts

- Create a zoning district that allows a mix of compatible uses for areas identified as mixed use on the Land Development Concept Map.
- Develop ordinances that establish buffers and appearance standards to encourage compatibility in the mixed use district.

Industrial ( Purple)

Existing industrial uses are located in the areas identified in purple on the Future Land Development Concept Map. This designation allows for these types of uses that are capable of supporting industrial activities that would not be as appropriate in other areas of Marshall. The expansion of industrial land is not desired by the Town and it is not anticipated that additional demand will exist for this type of land use within the planning period.

Industrial Development Concepts

- Carefully consider the impacts of any proposed industrial development or future expansions of existing industrial development.
- Establish dimensional standards for lots in the industrial zoning district.
- Require buffers between incompatible zoning and/or uses.

Fig. 2-6: Example of Buffer between Incompatible Uses



Gateway Nodes (Town Gateway; Downtown Gateway)

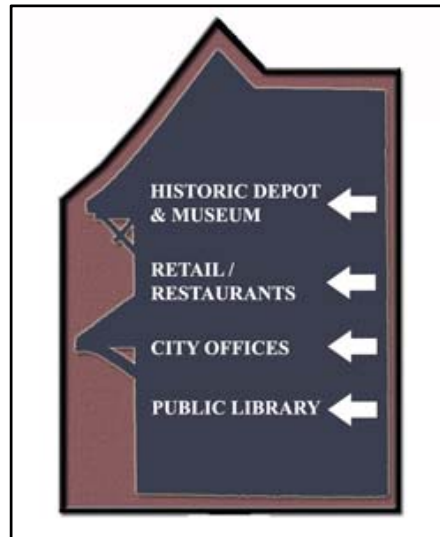
Gateways are integral to an outsider's perception of the town. It is important that these areas be attractive and informative for visitors and passers-by to spur interest in what Marshall has to offer. Two types of gateway nodes have been indicated on the Land Development Concept Map. Town gateway nodes mark entries within the town's sphere of influence at two points along the bypass and where Ivy River Road intersects Business US 25/70. The downtown gateway nodes lie at the eastern and western ends of Main Street to mark the entrances to the downtown area.

Gateway Node Development Concepts

- Enhance appearance of gateways by establishing gateway nodes for entrances into the town and Downtown as indicated on the Land Development Concept Map.
- Discourage land uses that detract from image.
- Provide building design guidelines or requirements for these areas.
- Provide attractive landscaping at key nodes and enlist community volunteers to maintain landscaped areas at gateways.
- Regulate the types, scale, and design of signs in these areas.
- Continue to prohibit billboards and limit off-premise signage.
- Provide welcome and wayfinding signs to guide tourists.



Wayfinding, Bennettville, SC



Example Sign, Hamlet, NC



Pedestrian Scale Wayfinding, Greenville, SC

Parks & Recreation

The Town completed a Parks and Recreation Master Plan in 2009. Many of the recommendations of this Plan call for additional study and follow-up tasks. The Town also completed the Bannahassett Island Master Plan in 2007. Many of the existing park properties are in disrepair and need upgraded amenities to serve the needs of Marshall. There are also several opportunities for new parks as indicated on the Land Development Concept Map, specifically the Riverfront Park. The potential Riverfront Park area along the French Broad River is located within the floodplain and is unsuitable for major developments, but is ideal for a park. A pedestrian bridge can be built connecting the Island with the park and downtown. Parks and other town amenities, such as the library, should be connected with a network of trails and greenways as shown on the Future Transportation Concept Map in Goal 2. There is also a 52 acre preserve owned by the Blue Ridge Environmental Defense League (BREDL). BREDL is a grassroots environmental stewardship organization. Twenty-eight North Carolina counties have BREDL Chapters, including Madison County's Madison Environmental Alliance (MEA). In 2000, Jubilee Community Church was the first to donate land to BREDL with a gift of 52 acres. The property is currently being maintained as a nature sanctuary with a hiking trail that overlooks the French Broad River. BREDL has laid out a 20-year plan for the property which includes campsites, a rural retreat facility, and an environmental education center.



Reedy River downtown park pedestrian bridge, Greenville, SC

Parks & Recreation Development Concepts

- Implement Blannahassett Island Master Plan.
- Improve and maintain existing park sites, partially with the help of community volunteers.
- Implement the Town of Marshall Parks and Recreation Master Plan and complete additional tasks as recommended.
- Work with Blue Ridge Environmental Defense to enhance and promote its preserve and hiking trails.
- Pursue the construction of a Riverfront Park as located on the Land Development Concept Map 2-3 and Figure 2-7.
- Pursue opportunities for new pocket parks through conservation development.
- Look for opportunities to include mountain bike trails in new or existing parks or conservation lands.
- Provide greenways and trails indicated on the Land Development Concept Map and coordinate these with Goal 2.
- Enhance river recreational opportunities and river access by providing portage around dams, paddle trail routes, and riverfront walking trails.

Fig. 2-7: Conceptual Rendering of Future Riverfront Park

Source: *Marshall Workshop 2007: Uniting Community and Students through Cooperative Design*



Outlying Growth Areas

During the analysis of existing land use and the preparation of the future land development concepts, an area was identified surrounding the Town of Marshall where growth is occurring and where future growth is anticipated. In North Carolina, communities have the opportunity to influence development beyond their town limits through extraterritorial jurisdiction (ETJ). Extraterritorial jurisdiction allows a municipal government to extend zoning, subdivision, and building code authority to an area outside of its corporate limits to provide for orderly growth and development.

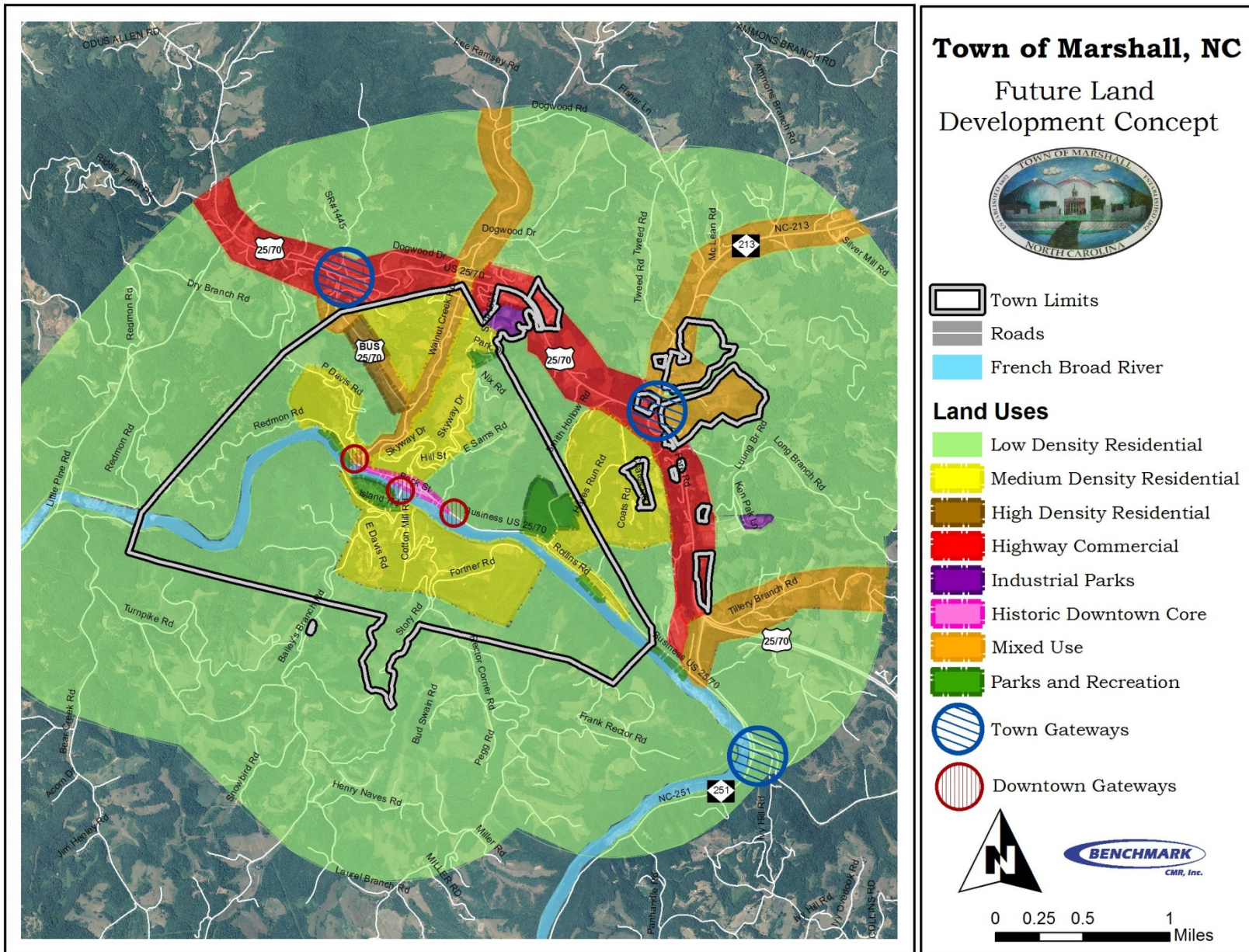
Of particular concern to the Town of Marshall, are the areas north of the Town limits along the bypass and northward. These areas are and will be influencing the growth of Marshall along the urban fringe. A need exists to provide a cohesive development pattern between the primary corporate boundary and the existing satellite town boundaries to the north where development regulations vary between county and town ordinances.

The Town of Marshall desires to extend its ability to influence land development patterns in the area beyond the existing Town Limits as displayed in Map 2-4.

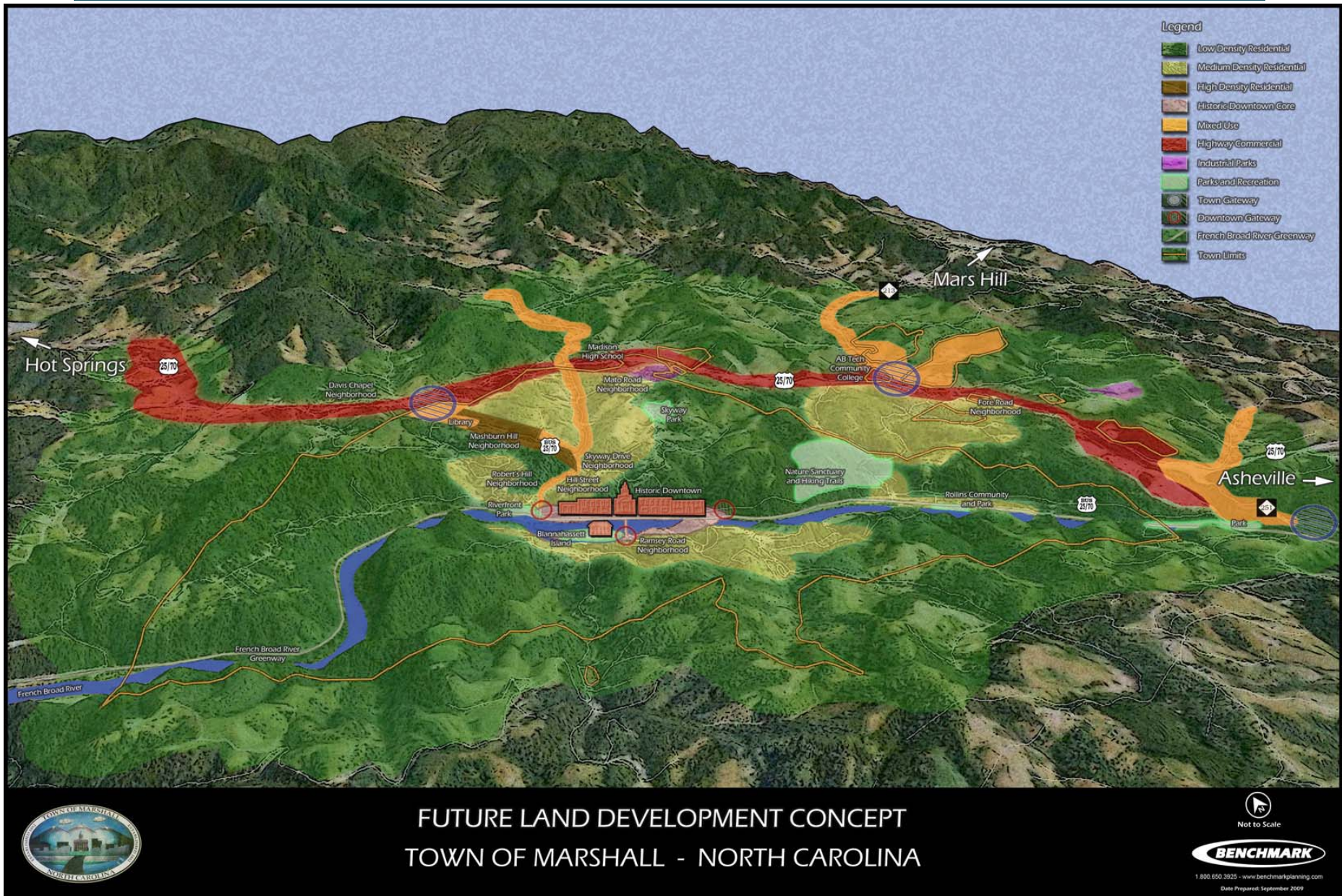
Outlying Growth Areas Concepts

- Working closely with the County, create an ETJ boundary for Marshall that primarily focuses on growing areas north of the existing Town Limits along the bypass providing for a consistent future land development pattern between the primary corporate boundary and existing satellite areas.
- Use the Future Land Development Concept Map to guide land use decision in this area once established.

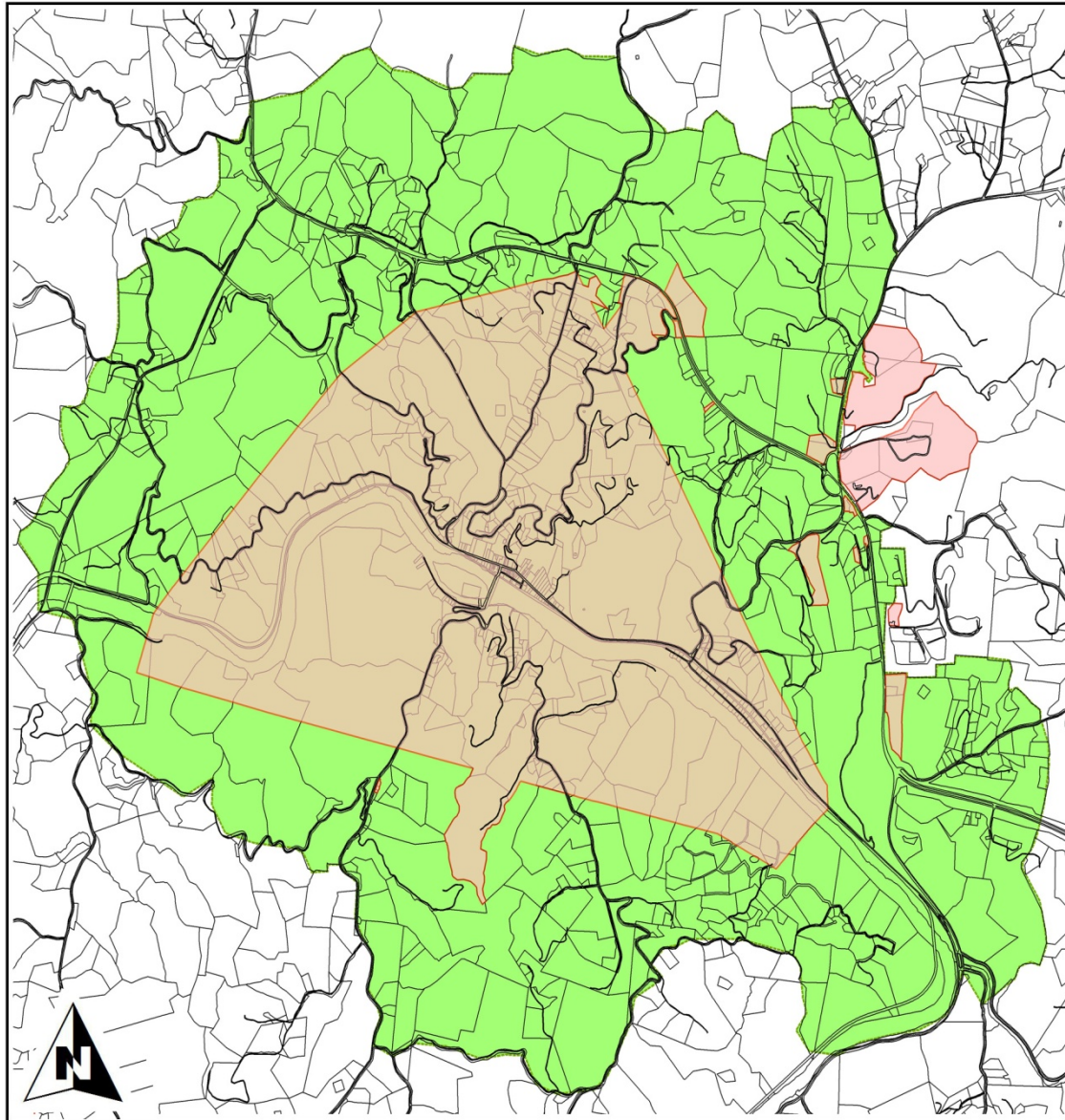
Map 2-2: Future Land Development Concept Map



Map 2-3: Future Land Development Concept Map in 3-D



Map 2-4: Potential ETJ



Town of Marshall, NC Potential ETJ (Extraterritorial Jurisdiction)



-  Town Limits
-  Roads
-  French Broad River
-  Potential ETJ Area

NOT TO SCALE



This map was completed with the direct assistance of Aaron Hocz and Doug Mackenzie.

Goal 2: Establish safe, diverse, and efficient transportation networks.

Goal Summary

Communities in mountain regions face the challenge of overcoming extreme topography in developing transportation routes that are well connected and provide means for alternative modes of transportation. It is the desire of Marshall to surmount this obstacle and establish future transportation patterns that provide alternatives, create safe movement patterns, and establish connections between major destinations, such as downtown, the library, the bypass, parks, residential neighborhoods, Blannhasset Island and the river.

Overall Strategy

The Town of Marshall has many opportunities to improve the safety, efficiency and modes of transportation throughout the community. As noted on the Future Transportation Concept Map, opportunities exist to connect major destinations with residential areas and provide alternative forms of transportation over the next 20 years. The Town will need to conduct a Bicycle and Pedestrian assessment and create a detailed plan of action for pursuing funding and implementation of the identified routes on the concept map. Until a detailed bicycle and pedestrian plan can be adopted this Plan should serve as guidance for creating new development standards and reviewing new development proposals. For example, any new development proposed in the medium density area may provide opportunities to provide a connection between Main Street and Skyway Drive, such as connecting the Library and Skyway Recreation Park through a greenway or connector roadway.

Connectivity

In mountainous terrain, it is sometimes difficult to provide vehicular and pedestrian connections between adjacent developments and the surrounding community. However, every effort should be made as new development is proposed to provide such connections to improve traffic flow and access to development. Connectivity can also be achieved through interconnected parking areas and shared access for ingress and egress.

Connectivity Concepts

- Encourage connectivity between new development and existing development through proactive review of new development plans by the Planning Board
- Require adjacent parking areas to be connected and encourage shared driveway access for existing and proposed development.

Pedestrian Safety

Pedestrians within downtown and along the bypass face many challenges when crossing the street to conduct business, shop, or enjoy spending time at a restaurant. Both the downtown and the bypass area lack clearly-defined crosswalks for pedestrians. Crosswalks would increase the ability of pedestrians to cross the street safely. For pedestrians crossing US Highway 25/70 Bypass, the experience is much different than in downtown. The width of the roadway is much greater and takes a pedestrian a longer time to cross. The traffic signal lights are also timed in such a way that makes it very difficult for someone to safely cross. Possible improvements include clearly marked pedestrian crossing areas, resting islands at a midpoint in the median, and pedestrian signals. Sidewalks should also be considered between the gateway nodes on the bypass and along streets that lead to the downtown. Creating a cohesive sidewalk network may include a combination of requiring the construction of sidewalks for new developments, town-installed sidewalks, NCDOT-installed sidewalks, and funding from various sources including grants and payment-in-lieu of installation of sidewalks.

Pedestrian Safety Concepts

- Install signaled crosswalks at all intersections and at key crossing points within the Downtown that utilize materials which enhance the historic appearance of the Downtown.
- Work with NCDOT and to install signaled crosswalks and resting islands at the gateway nodes and key crossing points along the bypass.
- Undertake a sidewalk plan to study the feasibility of constructing sidewalks between the gateway nodes on the bypass and along the streets that lead to Downtown from those nodes.
- Pursue funding through NCDOT to complete a Bicycle and Pedestrian Plan.

Fig. 2-8: Lack of pedestrian facilities along US 25/70 Bypass



Bicycle Transportation

Several cycling routes already exist through the Town of Marshall. The Blue Ridge Cycle Club has two routes that traverse the Marshall vicinity. These routes should be clearly marked, and continued use of the routes should be encouraged. Bicycle lanes can facilitate the continued use of the community for cyclists and provide opportunities for local residents to choose alternative forms of transportation. These proposed lane improvements are identified with a blue line on the Future Transportation Concept Map.

Bicycle Transportation Concepts

- Work with NCDOT to mark existing bicycle routes.
- Require that developments provide a certain amount of bicycle parking based on the size of the use.
- Alter street cross sections to accommodate bicycle lanes where necessary and feasible.
- Pursue funding through NCDOT to complete a Bicycle and Pedestrian Plan.

Greenways & Trails

Marshall's landscape provides inspiring views and rewards for hikers and casual strollers alike who may be seeking a challenging hike or relaxing walk resulting in great views of the French Broad River and the Town of Marshall. Hiking trails should be pursued in areas suggested on the Future Transportation Concepts Map and as new areas may be identified. Opportunities for mountain bike trails, riverfront walking trails, and paddle trails should also be considered as means for transportation and recreation in and around the Town of Marshall. Specifically, the French Broad River Greenway is being pursued by RiverLink, a non-profit organization with a mission to connect all the communities along the French Broad River watershed with greenways and parks. Planning for the greenway began in Asheville in the late 1980s and the first of three phases opened in 1994. Currently, RiverLink is working to hold conservation easements in Madison County for future development of the greenway. The greenway is being built with donations from private individuals and from funds through the NCDOT, FEMA, and other organizations.

Concepts

- Connect parks and other town amenities such as the library with a network of trails and greenways as shown on the Future Transportation Concept Map.
- Look for opportunities to include mountain bike trails in new or existing parks or conservation lands.
- Enhance river recreational opportunities and river access by providing portage around dams, paddle trail routes, and riverfront walking trails.
- Work with RiverLink to pursue construction of the French Broad River Greenway through Marshall's planning jurisdiction.

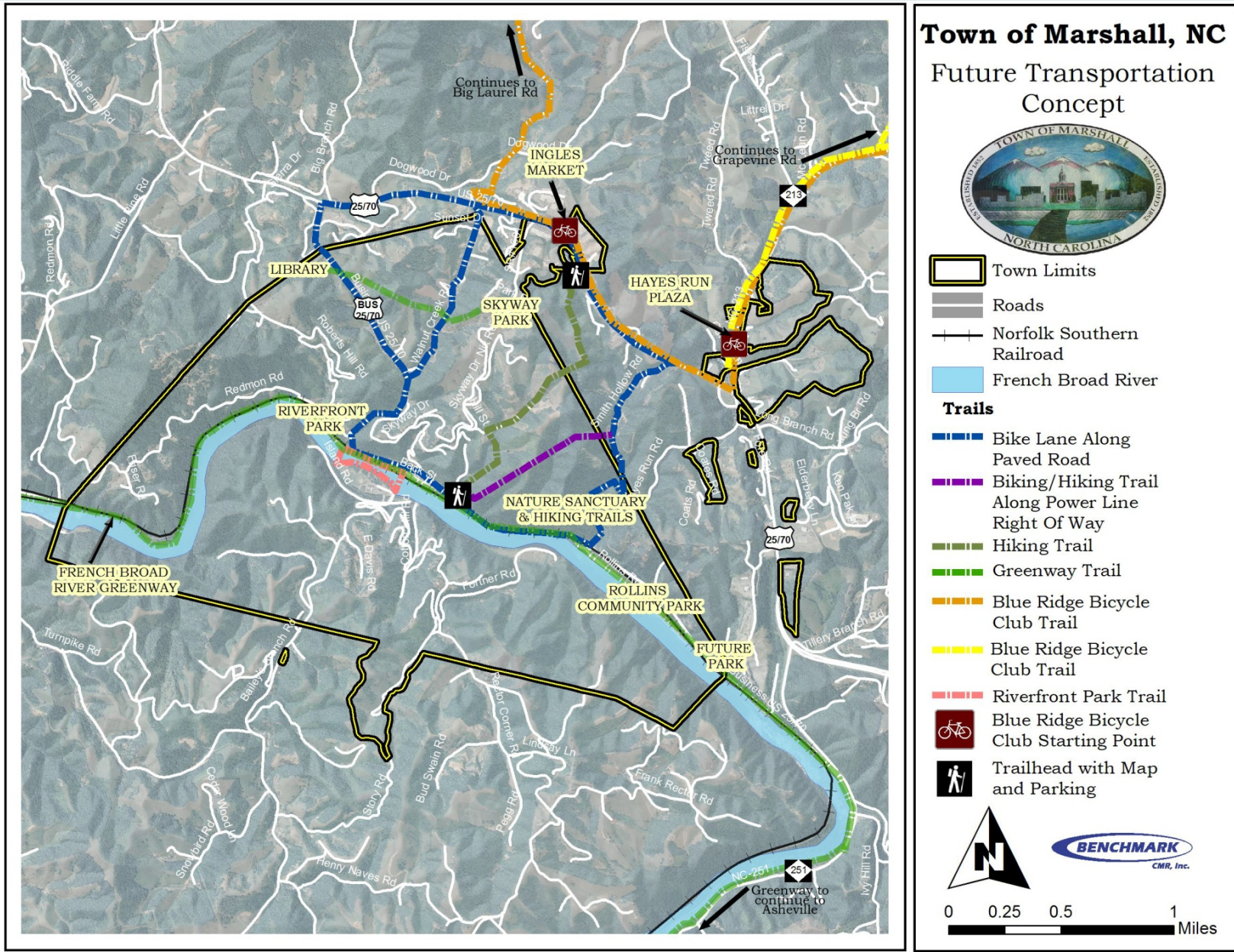
New and Improved Roads

As Marshall grows and develops over time, opportunities may occur to improve existing and building new roads. Specifically, there are several areas within the Town where some paved roads transition into dirt roads. These areas present opportunities to improve/upgrade roads that can open potential transportation routes for many residents within town. Roads in need of improvement that have already been identified include Candler Drive, Sams Road, and Hardwick Drive. Any new roads will need to be built under the guidance of minimum standards addressing rights-of-way and road widths. The Town of Marshall should continue to collaborate with the Land of Sky RPO (Rural Planning Organization) to maintain the state Transportation Improvement Plan and identify new project priorities that may arise in the future.

Concepts

- Pave, improve, and extend (where needed) Candler Drive, Sams Road, and Hardwick Drive.
- Assist in the Land of Sky Rural Planning Organization in the implementation of the state Transportation Improvement Plan.
- Develop road construction standards that address rights-of-way and road widths.

Map 2-4: Future Transportation Concept Map



Goal 3: Strengthen economic development and Downtown revitalization opportunities while maintaining the character of the Town.

Goal Summary

The historic downtown core and Blannahasset Island serve as the traditional focal points of the Marshall community and should be preserved and revitalized. Since the beginning of the town, business activity focused around the downtown with the Island serving as the location for the public school. Downtown and the Island still serve as the primary focal points and promise for the future of Marshall. Although new development has appeared on the bypass, downtown is still the most recognizable and special place.

Overall Goal Strategy

While most communities have similar auto-oriented businesses that are found along the bypass in Marshall, very few have a downtown that compares with Marshall's. Downtown represents a unique intersection of activities and people, creating an environment that residents and visitors enjoy. The Town desires to continue revitalizing the downtown and retain Marshall's old charm. As new businesses come to Marshall, design guidelines will help to ensure that new development keeps in character with the historic aspects of the downtown, while new development along the bypass should be developed in a pleasing manner with safe and efficient access and design. With proper urban design guidelines, the new development will strengthen the image of Marshall and help bring in new businesses and tourists.

Downtown Development and Revitalization Concepts

A few of the key ingredients in a "recipe" to improve a downtown area include long-term commitment, consistent leadership and hard work. Marshall has been moving towards the development of these elements over the past ten years as plans and some renovation projects have been completed. However, more action is needed to follow through with all of the desired improvements. In the 1980s the National Trust for Historic Preservation created a pilot program and established the National Main Street Center to help downtowns across the nation. Six states and thirty communities were selected, including North Carolina. The program organizers realized that four "points" were a common thread throughout the initial cities: organization, promotion, design, and economic restructuring. Today over 43 states and over 1600 communities have a "Main Street" program and are using those four "points," which are now called the "Four Point Approach." This approach is utilized to organize the recommendations described in greater detail within Appendix B, Downtown Development.

Design Concepts

- Establish a design committee under the auspices of the Planning Board to guide implementation of design recommendations and refine plans for the physical improvement of Downtown.
- Remodel the back facades of buildings with attractive outdoor living spaces using decks and rooftop spaces.
- Create a physical and visual connection from the proposed back street development to the river.
- Use permeable green paving for flexible parking options.
- Reduce visual impact of utility lines by burying or relocating them.
- Use existing architecture and architectural elements and materials that define the character of the Town.
- Consider establishing a matching grant for building façade improvements that incorporates appropriate design guidelines that follow the Secretary of the Interior's Standards.
- Consider establishing minimum design standards within Town ordinances to help preserve the historical characteristics of the built environment and provide guidance for the construction of appropriately scaled infill development.
- Assist property owners with the planning process for the use of Federal and State tax credits in the renovation of Downtown properties with the National Register Historic District.
- Revisit and expand upon the current parking plan for Downtown to ensure adequate parking is available free of charge where feasible and at a reasonable rate where paid parking is necessary.



Decorative Bench – Maxton, NC



Signal Mast Arms and Landscaping – Bennettsville, SC



Downtown Festival – Fayetteville, NC



Landscaping Area – Greenville, SC



Crosswalk and Streetscape – Salisbury, NC



Crosswalk – Spencer, NC

Economic Restructuring Concepts

- Establish an economic restructuring or economic development committee within the Development Association of Marshall to foster economic and business development opportunities.
- Implement a business recruitment plan based on the identified market potential.
- Market the availability of Federal and State tax credits for properties within the National Register Historic District.
- Work with local lending institutions to establish a designated Downtown loan program that is not significantly different from programs currently being offered, but Downtown applicants could receive special consideration by lending officers and the program should be promoted as a Downtown loan program.
- Develop a consistent façade grant program that can assist with revitalizing historic structures and help new businesses open or existing businesses upgrade their appearance.
- Consider creative financing solutions for potential buyers such as owner financing over a term of years, thus deferring capital gains taxes.
- Investigate start-up business incentives, such as the artist studio incubator space in Siler City, North Carolina.
- Prepare a marketing/recruitment package for prospective business and real estate investors in Downtown Marshall.
- Explore the possibility of passenger/excursion rail through Downtown Marshall as a potential tourist attraction and revenue generator.
- Develop a place-based and entrepreneurial focus that takes advantage of the Town's unique characteristics and growing arts community.

3.1 Introduction

The Comprehensive Land Use Plan reviews existing conditions and considers community values and goals to determine how the town should develop in the future. The goals and development concepts highlighted in Section 2 are an integral part of guiding future growth and development, but the Town must take steps to achieve those goals if the Plan is to be successful. Without implementation, the goals will never be more than written statements. The implementation strategies lay out a path towards achievement of the Town of Marshall Vision Statement, as well as the goals and development concepts.

3.2 Implementation Matrix Overview

The Town of Marshall has undertaken the development of this Comprehensive Land Use Plan not as an end in itself, but as a beginning of events leading toward effective implementation of the Plan. The implementation strategies were developed as a guide for carrying out the Plan. The recommended strategies can and should be reviewed during the Town's annual budgeting process.

The goals, development concepts, and implementation strategies were compiled into an implementation matrix to be used as a quick and easy reference for town officials, residents, business owners, and developers. The matrix goes a step further by assigning priorities, resources, timeframes, and responsible parties to each implementation strategy, to help the Town determine the most effective approach to implementing the strategies.

The following are descriptions of each of the categories:

1. **Concept** – The concepts listed in the matrix are the categories those listed under each of the individual goals, and were derived through the research of current conditions and the expressed desired of Town residents, business owners, and other stakeholders. They are meant to provide action steps to achieve the vision and goals of the Town.
2. **Implementation Strategy** – Implementation details are listed to guide the achievement of each concept category and are modified into action steps from the concepts listed under each of the individual goals. Some concept categories include multiple implementation strategies, all of which will contribute to reaching the established goals.
3. **Priority** – Due to the limited resources that are faced by all local governments, priorities are identified for each policy to help guide the Town towards the most critical strategies. Priorities are indicated as high, medium, or low, with high being the most pressing or urgent. All recommendations that were described as “high” priority should be addressed by the Town before recommendations described as “medium” or “low” priority.

4. **Resources** – Resources are primarily related to monetary cost to complete the implementation strategies. The tables uses the “\$” symbol to represent monetary ranges. The ranges are as follows:
- \$ - Less than \$1,000
 - \$\$ - \$1,000-\$10,000
 - \$\$\$ - More than \$10,000.
 - Policy – Dollar values are not applicable to policy issues

Resources could cost more or less depending on the assistance or consultant selected.

5. **Timeframe** – Represents the timeframe in which the implementation strategy should be addressed. Generally, shorter timeframes infer a higher priority. Timeframes are indicated in the matrix as either short term, intermediate, or long term. Recommendations described as short-term should be achieved in less than two years. Recommendations described as intermediate should be achieved in two to five years and recommendations described as long-term being achieved more than five years. Some strategies are designated “ongoing” due to need for constant efforts toward achieving the goal.
6. **Responsible Parties** – This category identifies parties associated with the Town of Marshall that should be responsible for the completion of each strategy. As the Town has limited staff, the inclusion of a consultant or other outside party may be necessary to help implement and achieve certain objectives.

3.3 Implementation Matrix

Goal I: Promote sustainable land development patterns and practices					
Concept	Implementation Strategy	Priority	Resources	Timeframe	Responsible Parties
Environmental Considerations					
Conservation/Cluster Development	Develop ordinances to allow for density-based Conservation Developments as a permitted use in all districts with the following special requirements: <ul style="list-style-type: none"> • Identify primary and secondary conservation areas to protect existing environmental features, as well as viewsheds and historic resources. • Minimize the clearing of vegetation. • Any reduction in lot size shall be set aside as open space in a conservation easement or as common area maintained by a Home Owner’s Association. • Designate open space as one of the following types: parks, squares, greenways, greenbelts, nature preserves, and agricultural preserves. 	High	Policy	Short-term	Planning Staff or Consultant, Planning Board, and Town Board
Steep Slope, Ridgeline, and Mountain Viewshed Protection	Develop ordinances to reduce the maximum density for steeper slopes on a sliding scale, reduce light emission, limit structure height, and minimize storm water runoff problems.	High	Policy	Short-term	Planning Staff or Consultant, Planning Board, and Town Board
	Develop ordinances to limit structure height near ridgelines so that no structure extends beyond the highest point of a mountain ridge.	High	Policy	Short-term	Planning Staff or Consultant, Planning Board, and Town Board
	Develop ordinances to require that storm water be released from a development site at the same rate it ran off pre-development.	High	Policy	Short-term	Planning Staff or Consultant, Planning Board, and Town Board
	Develop ordinances to require undisturbed buffers along perennial streams to maintain bank stabilization provided by vegetation.	High	Policy	Short-term	Planning Staff or Consultant, Planning Board, and Town Board
	Develop ordinances to require cut-off lighting fixtures of limited height to reduce light emission on steep slopes.	Medium	Policy	Short-term	Planning Staff or Consultant, Planning Board, and Town Board

Concept	Implementation Strategy	Priority	Resources	Timeframe	Responsible Parties
Steep Slope... (continued)	Develop ordinances to limit the amount of cut and/or fill on development sites.	Medium	Policy	Short-term	Planning Staff or Consultant, Planning Board, and Town Board
Floodplain Development	Consistently enforce the Flood Damage Prevention Ordinance to maintain good standing in the National Flood Insurance Program.	High	Policy	On-going	Floodplain Administrator
Residential Development					
Low Density Residential	Maintain low density residential zoning in areas identified as Low Density Residential on the Land Development Concept Map.	High	Policy	Ongoing	Planning Board and Town Board
	Develop ordinances to set a maximum density of 1 dwelling unit per 2 acres (0.5 DUA) in the low density residential district for major subdivisions and a minimum lot size of ½ acre for exempt and minor subdivisions.	High	Policy	Short-term	Planning Staff or Consultant, Planning Board, and Town Board
	Develop ordinances to establish a minimum lot width for non-conservation development in the low density residential zoning district.	High	Policy	Short-term	Planning Staff or Consultant, Planning Board, and Town Board
	Encourage conservation development, steep slope protection, ridgeline protection, and mountain viewshed protection throughout the area.	High	Policy	Ongoing	Planning Staff or Consultant, Planning Board, and Town Board
Medium Density Residential	Allow for medium density residential zoning in areas identified as Medium Density Residential on the Land Development Concept Map.	High	Policy	Ongoing	Planning Board and Town Board
	Develop ordinances to set a maximum density of two (2) dwelling units per acre (2 DUA) for the medium density residential zoning district.	High	Policy	Ongoing	Planning Staff or Consultant, Planning Board, and Town Board
	Develop ordinances to establish a minimum lot width for non-conservation development in the medium density residential district.	High	Policy	Short-term	Planning Staff or Consultant, Planning Board, and Town Board
	Encourage conservation development, steep slope protection, ridgeline protection, and mountain viewshed protection throughout the area.	High	Policy	Ongoing	Planning Staff or Consultant, Planning Board, and Town Board
High Density Residential	Develop ordinances to establish a minimum lot width for non-conservation development in the high density residential district.	High	Policy	Short-term	Planning Staff or Consultant, Planning Board, and Town Board
	Encourage conservation development, steep slope protection, ridgeline protection, and mountain viewshed protection throughout the area.	High	Policy	Ongoing	Planning Staff or Consultant, Planning Board, and Town Board

Concept	Implementation Strategy	Priority	Resources	Timeframe	Responsible Parties
High Density Residential (continued)	Allow for limited high density residential zoning in areas identified as High Density Residential on the Land Development Concept Map adjacent to existing apartments and townhomes where utilities are available.	Low	Policy	Ongoing	Planning Board and Town Board
	Maintain the current maximum density of 10 dwelling units per acre (10 DUA) for the high density zoning district.	NA	Policy	Ongoing	Planning Board and Town Board
Historic Downtown Core					
Coordination with Goal 3	Coordinate the land use strategies for this category with the more detailed concepts of Goal 3.	NA	NA	NA	NA
Uses	Allow for retail, professional services and offices, upper story residential, restaurants, governmental & civic uses.	High	Policy	Short-term	Planning Staff or Consultant, Planning Board, and Town Board
Appearance & Design	Preserve the small-town unique character of downtown and complement the existing historic architecture with compatible infill development by developing ordinances to incorporate design guidelines for the downtown.	Medium	Policy	Short-term	Planning Staff or Consultant, Planning Board, and Town Board
Pedestrian Improvements	Enhance the pedestrian orientation of the downtown area, and encourage streetscape design that is inviting and on a human scale by improving crosswalks, installing pedestrian-scale light fixtures, and installing street trees.	Medium	\$\$\$	Intermediate	Town Board, Town Clerk, Consulting Engineers, Construction Contractors
	Provide a pedestrian connection between the downtown core and Blannahasset Island.	Low	\$\$\$	Intermediate	Town Board, Town Clerk, Consulting Engineers, Construction Contractors
Highway Commercial					
Uses	Discontinue the use of cumulative districts.	High	Policy	Short-term	Planning Staff or Consultant, Planning Board, and Town Board
	Develop ordinances to require buffers between incompatible zoning and/or uses.	High	Policy	Short-term	Planning Staff or Consultant, Planning Board, and Town Board
Dimensional Requirements	Establish dimensional standards for lots.	High	Policy	Short-term	Planning Staff or Consultant, Planning Board, and Town Board
Landscaping & Screening	Develop ordinances to require parking lot and front yard landscaping for new developments.	High	Policy	Short-term	Planning Staff or Consultant, Planning Board, and Town Board

Concept	Implementation Strategy	Priority	Resources	Timeframe	Responsible Parties
Landscaping & Screening (continued)	Develop ordinances to require screening of trash containers, mechanical equipment, and outdoor storage.	High	Policy	Short-term	Planning Staff or Consultant, Planning Board, and Town Board
Access Management & Parking	Promote access management by developing ordinances to limit the number of driveways into a site and encourage connected and shared parking.	High	Policy	Short-term	Planning Staff or Consultant, Planning Board, and Town Board
	Develop ordinances to discourage large amounts of parking in the fronts of buildings and encourage parking in the side and rear yards.	High	Policy	Short-term	Planning Staff or Consultant, Planning Board, and Town Board
Mixed Use Corridors					
Uses	Create a zoning district that allows a mix of compatible uses for areas identified as mixed use on the Land Development Concept Map.	High	Policy	Short-term	Planning Staff or Consultant, Planning Board, and Town Board
Landscaping, Screening, & Appearance	Develop ordinances that establish buffers and appearance standards to encourage compatibility in the mixed use district.	High	Policy	Short-term	Planning Staff or Consultant, Planning Board, and Town Board
Industrial Park					
Uses	Carefully consider the impacts of any proposed industrial development or future expansion of existing industrial development.	NA	Policy	Ongoing	Planning Board and Town Board
	Develop ordinances to require buffers between incompatible zoning and/or uses.	High	Policy	Short-term	Planning Staff or Consultant, Planning Board, and Town Board
Dimensional Requirements	Establish dimensional standards ofr lots	High	Policy	Short-term	Planning Staff or Consultant, Planning Board, and Town Board
Gateway Nodes					
Location	Establish gateway nodes for entrances to the town and downtown as indicated on the Land Development Concept Map. Amend the Zoning Ordinance to include a Gateway Overlay district that provides additional requirements and initiate zoning map amendments to the areas indicated on the map.	High	Policy	Short-term	Planning Staff or Consultant, Planning Board, and Town Board
Uses	Develop ordinances to prohibit or discourage uses in these areas that detract from the Town's image.	High	Policy	Short-term	Planning Staff or Consultant, Planning Board, and Town Board

Concept	Implementation Strategy	Priority	Resources	Timeframe	Responsible Parties
Appearance & Landscaping	Develop ordinances to provide building design guidelines or requirements for these areas.	High	Policy	Short-term	Planning Staff or Consultant, Planning Board, and Town Board
	Provide attractive landscaping at these key nodes and enlist community volunteers to maintain landscaped areas.	Medium	\$\$\$	Ongoing	Town Board, Landscaping Contractor, Community Volunteers
Signs	Maintain ordinance provisions that prohibit billboards and off-premises signage.	High	Policy	Short-term	Planning Staff or Consultant, Planning Board, and Town Board
	Improve ordinance provisions that regulate the type, scale, and design of signs in these areas.	High	Policy	Short-term	Planning Staff or Consultant, Planning Board, and Town Board
	Provide welcome and wayfinding signs to guide tourists.	Medium	\$\$\$	Short-term	Town Board, Sign Contractor
Parks & Recreation					
Existing Parks	Implement Blannahassett Island Master Plan.	Medium	\$\$\$	Intermediate	Town Board, Consultants, and Contractors
	Improve and maintain existing park sites, partially with the help of community volunteers.	Medium	\$\$\$	Ongoing	Town Board, Consultants, Contractors, and Community Volunteers
	Adopt and implement Town of Marshall Parks and Recreation Master Plan and complete additional tasks recommended.	Medium	\$\$\$	Intermediate	Town Board, Consultants, and Contractors
	Work with Blue Ridge Environmental Defense to enhance and promote its approximately 60 acre preserve and hiking trails.	Low	\$\$\$	Intermediate	Town Board
New Parks	Pursue opportunities for new pocket parks through conservation development.	Medium	Policy	Ongoing	Planning Staff or Consultant, Planning Board, Town Board, Developers
	Pursue the construction of a River Park as indicated on the Land Development Concept Map	Low	\$\$\$	Intermediate	Town Board, Consultants, and Contractors
Greenways & Trails	Provide greenways and trails indicated on the Land Development Concept Map and coordinate these with Goal 2.	Low	\$\$\$	Long-term	Town Board, Consultants, Contractors, Private Property Owners

Concept	Implementation Strategy	Priority	Resources	Timeframe	Responsible Parties
Greenways & Trails (continued)	Enhance river recreational opportunities for and river access by providing portage around dams, paddle trail routes, and riverfront walking trails.	Low	\$\$\$	Long-term	Town Board, Consultants, and Contractors
Outlying Growth Areas					
Extraterritorial Jurisdiction (ETJ)	Working closely with the County, create an ETJ boundary for Marshall that primarily focuses on growing areas north of the existing Town Limits along the bypass providing for a consistent future land development pattern between the primary corporate boundary and existing satellite areas.	High	Policy	Short-term	Planning Staff or Consultant, Planning Board, Town Board, Madison County
Uses	Use the Future Land Development Concept Map to guide land use decisions in this area once established.	High	Policy	On-going	Planning Staff or Consultant, Planning Board, Town Board

Goal 2: Establish safe, diverse and efficient transportation networks.

Concept	Implementation Strategy	Priority	Resources	Timeframe	Responsible Parties
Connectivity	Require adjacent parking areas to be connected and encourage shared driveway access for existing and proposed development.	High	Policy	Ongoing	Planning Staff or Planning Board, and Town Board
	Encourage connectivity between new development and existing development through proactive review of new development plans by the Planning Board and a Technical Review Committee including NCDOT.	Medium	Policy	Ongoing	Planning Staff or Planning Board, and Town Board
Pedestrian Safety	Install signaled crosswalks at all intersections and at key crossing points within the downtown that utilize materials which enhance the historic appearance of the downtown.	Medium	\$\$\$	Intermediate	Town Board, Consultants, and Contractors
	Work with NCDOT to install signaled crosswalks and resting islands at the gateway nodes and key crossing points along the bypass.	Medium	\$\$\$	Intermediate	NCDOT, Town Board, Consultants, Contractors
	Pursue funding through NCDOT to complete a Bicycle and Pedestrian Plan.	Medium	\$\$\$	Short-term	Planning Staff or Planning Board, and Town Board
	Undertake a sidewalk plan to study the feasibility of constructing sidewalks between the gateway nodes on the bypass and along the streets that lead to downtown from those nodes.	Low	\$\$\$	Short-term	Town Board, Consultants, and Contractors
Bicycle Transportation	Require that developments provide a certain amount of bicycle parking based on the size of the use.	Medium	Policy	Short-term	Planning Staff or Planning Board, and Town Board
	Pursue funding through NCDOT to complete a Bicycle and Pedestrian Plan.	Medium	\$\$\$	Short-term	Planning Staff or Planning Board, and Town Board
	Alter street cross sections to accommodate bicycle lanes where necessary and feasible.	Low	\$\$\$	Long-term	Town Board, Consultants, and Contractors
	Work with NCDOT to mark existing bicycle routes.	Low	\$	Short-term	Town Board, Public Works Staff

Concept	Implementation Strategy	Priority	Resources	Timeframe	Responsible Parties
Greenways & Trails	Connect parks and other town amenities such as the library with a network of trails and greenways as shown on the Future Transportation Concept Map.	Low	\$\$\$	Long-term	Town Board, Consultants, and Contractors
	Look for opportunities to include mountain bike trails in new or existing parks or conservation lands.	Low	\$\$\$	Intermediate	Town Board, Consultants, and Contractors
	Enhance river recreational opportunities and river access by providing portage around dams, paddle trail routes, and riverfront walking trails.	Low	\$\$\$	Long-term	Town Board, Consultants, and Contractors
	Work with RiverLink to pursue construction of the French Broad River Greenway through Marshall's planning jurisdiction.	Low	Policy	Long-term	Riverlink, Town Board, Planning Board, Private Property Owners
New and Improved Roads	Assist in the Land-of-Sky Rural Planning Organization in the implementation of the state Transportation Improvement Plan.	Medium	Policy	Long-term	Land-of-Sky RPO, Planning Staff or Consultant, Planning Board, Town Board
	Develop road construction standards that address rights-of-way and road widths.	Medium	Policy	Short-term	Planning Staff or Consultant, Planning Board, and Town Board
	Pave, improve, and extend (where needed) Candler Drive, Sams Road, and Hardwick Drive.	Low	\$\$\$	Intermediate	Town Board, Consultants, Contractors

Goal 3: Strengthen economic development and downtown revitalization opportunities while maintaining the character of the Town.

Concept	Implementation Strategy	Priority	Resources	Timeframe	Responsible Parties
Design	Establish a design committee under the auspices of the Planning Board to guide implementation of design recommendations and refine plans for the physical improvement of Downtown.	High	Policy	Short-term	Development Association of Marshall, Planning Board, Town Board
	Consider establishing minimum design standards within Town ordinances to help preserve the historical characteristics of the built environment and provide guidance for the construction of appropriately scaled infill development.	High	Policy	Short-term	Planning staff, Planning Board, Town Board
	Assist property owners with the planning process for the use of Federal and State tax credits in the renovation of downtown properties with the National Register Historic District.	High	Policy	Ongoing	Development Association of Marshall
	Revisit and expand upon the current parking plan for downtown to ensure adequate parking is available free of charge where feasible and at a reasonable rate where paid parking is necessary.	High	Policy	Short-term	Development Association of Marshall, Planning Board, Town Board, Private property owners
	Establish an economic restructuring or economic development committee within the Development Association of Marshall to foster economic and business development opportunities.	High	Policy	Short-term	Development Association of Marshall
	Implement a business recruitment plan based on the identified market potential.	High	Policy	Short-term	Development Association of Marshall
	Use permeable green paving for flexible parking options.	Medium	Policy	Intermediate	Private property owners, Town Board
	Use existing architecture and architectural elements and materials that define the character of the Town.	Medium	Policy	Ongoing	Private property owners, Town Board
	Consider establishing a matching grant for building façade improvements that incorporates appropriate design guidelines that follow the Secretary of the Interior's Standards.	Medium	\$\$\$	Ongoing	Private property owners, Town Board
	Remodel the back facades of buildings with attractive outdoor living spaces using decks and rooftop spaces.	Low	Policy	Long-term	Private property owners
	Create a physical and visual connection from the proposed back street development to the river.	Low	\$\$\$	Long-term	Town Board
	Reduce visual impact of utility lines by burying or relocating them.	Low	\$\$\$	Long-term	Town Board, Consultants, Contractors

Concept	Implementation Strategy	Priority	Resources	Timeframe	Responsible Parties
Economic Restructuring	Market the availability of Federal and State tax credits for properties within the National Register Historic District.	High	Policy	Short-term	Development Association of Marshall
	Develop a place-based and entrepreneurial focus that takes advantage of the Town's unique characteristics and growing arts community.	High	Policy	Ongoing	Development Association of Marshall
	Work with local lending institutions to establish a designated downtown loan program that is not significantly different from programs currently being offered, but downtown applicants could receive special consideration by lending officers and the program should be promoted as a downtown loan program.	Medium	Policy	Intermediate	Development Association of Marshall
	Develop a consistent façade grant program that can assist with revitalizing historic structures and help new businesses open or existing businesses upgrade their appearance.	Medium	\$\$\$	Intermediate	Town Board, Development Association of Marshall
	Consider creative financing solutions for potential buyers such as owner financing over a term of years, thus deferring capital gains taxes.	Medium	Policy	Intermediate	Development Association of Marshall
	Investigate additional start-up business incentives, such as the artist studio incubator space in Siler City, North Carolina.	Medium	Policy	Ongoing	Development Association of Marshall
Economic Restructuring (cont.)	Prepare a marketing/recruitment package for prospective business and real estate investors in downtown Marshall.	Medium	\$	Intermediate	Development Association of Marshall
	Explore the possibility of passenger/excursion rail through downtown Marshall as a potential tourist attraction and revenue generator.	Medium	Policy	Intermediate	Development Association of Marshall, Town Board

3.4 Next Steps

Once the Plan is adopted, the Planning Board should begin moving forward with the overall implementation of the Plan. The Planning Board will need to work closely with the identified 'responsible parties' to help guide the actions and strategies to implement. At an annual or semi-annual review, a meeting should be held to determine which goals and strategies are being accomplished and which goals need more attention. Along with this review, any new trends that may have arisen that are not covered in the current Plan should be identified and addressed. This periodic review will keep the Plan implementation active and help instill an even greater sense of ownership within the community for the Plan.

During the implementation phase, the Plan should be utilized as a guide for rezonings and other development reviews and actions. As amendments are considered to various development ordinances, the Plan should be considered and the Town Board should adopt a statement analyzing the consistency of a proposed amendment with the goals and strategies contained within the Comprehensive Land Use Plan.

In addition to the recommended annual review of this Plan, the 2010 Census should be examined when it becomes available in order to assess if any demographic information has changed in a way that would affect the effectiveness or the plan. Also, a brief update should be carried out at or near the five-year benchmark, which will provide the opportunity to identify any new development trends within Marshall or the region.

Finally, it is recommended that a complete and thorough review of the Comprehensive Land Use Plan be conducted near 2020. The time-frame of the Plan will be nearly halfway through, and a detailed assessment will be needed to verify the relevance of the Plan goals in relationship to the development patterns at that particular time.

A

APPENDIX: BACKGROUND RESEARCH

A.1 Brief Geographical & Historical Context

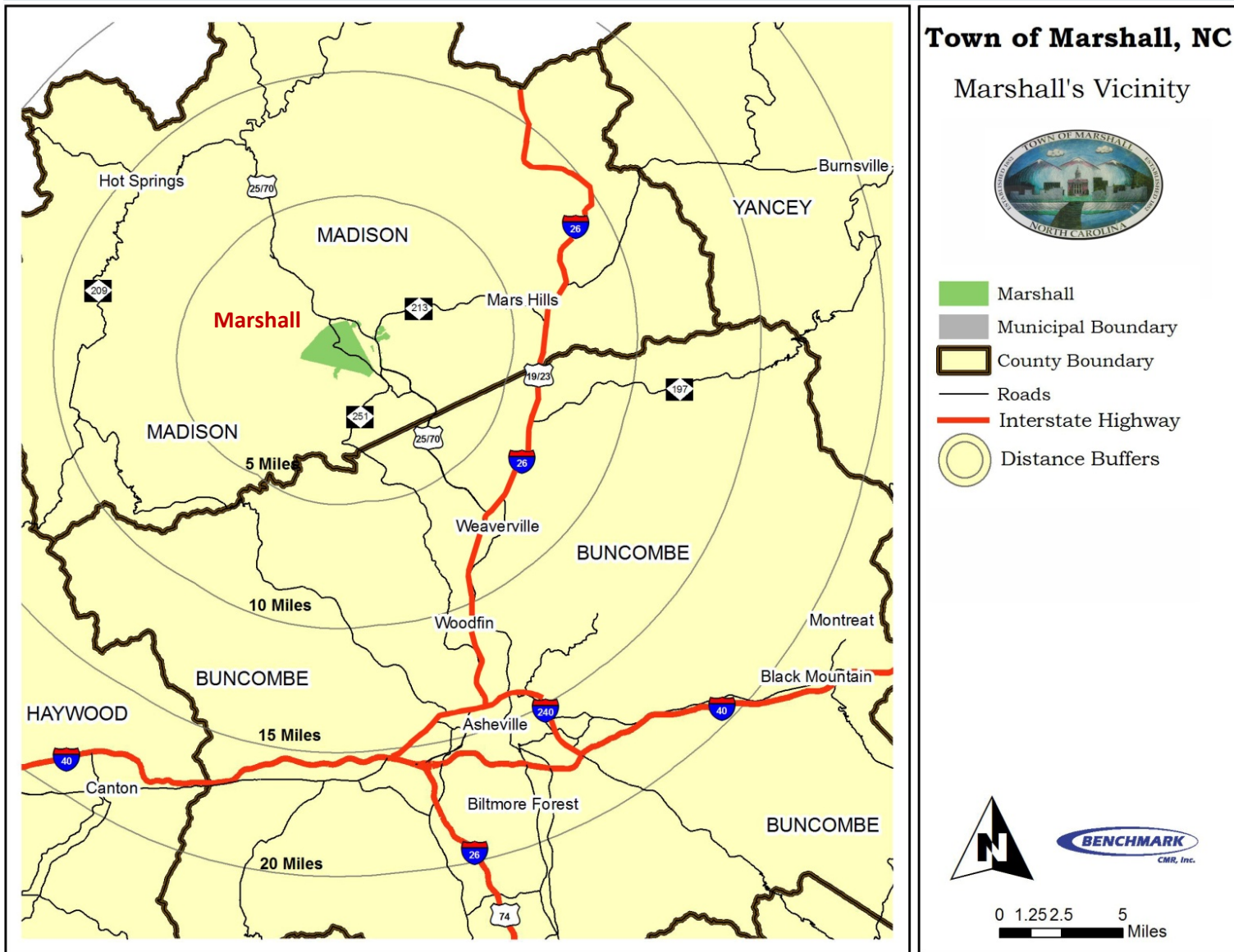
The Town of Marshall is nestled in the Blue Ridge Mountains along the French Broad River in Madison County, approximately 20 miles north of Asheville. The mountainous terrain characterizing Marshall ranges in elevation from approximately 1600 feet to approximately 2300 feet above mean sea level with large areas of slopes in excess of 25 percent. A single Norfolk Southern rail line runs immediately adjacent to the French Broad River beside downtown Marshall.

Marshall began as a small settlement along the French Broad River in approximately 1850. It was named after United States Supreme Court Justice John Marshall. After Madison County was formed in 1851, Marshall became the county seat. The Town was an important stop on the Buncombe Turnpike, or Old Drover's Road, which was built in 1827 and stretched from South Carolina to Tennessee. Drovers herded thousands of hogs, sheep, horses, mules and turkeys through Marshall along the French Broad River each year. The settlement grew to include a few dwellings, a store or two, and soon it became a stopping place and trading center for the inhabitants of the rough and wild surrounding county.

A courthouse and jail was built in 1857 and remained standing until 1906 when a new courthouse was built on the site of the original. Marshall was the site of conflict during the Civil War. Divided loyalties boiled over in Marshall, when a local election in May 1861 resulted in gunfire and death. In late 1862, Union sympathizers from the Shelton Laurel community raided Marshall and looted the home of Colonel Lawrence Allen, searching for salt and provisions. Confederate troops retaliated for this raid in an incident that became known as the Shelton Laurel Massacre. The Allen House still stands on Main Street and is now a stop on the North Carolina Civil War Trail.

The railroad that runs along the French Broad River through downtown Marshall was built in 1882, opening the county to the logging industry. When the railroad lost ground to automobile transportation as road building in Appalachia received greater priority, Madison County and Marshall settled back into isolation until the early 1960s. Improvements have been made along several transportation routes through the county including Route 25-70, US Highway 23, and Interstate 26. Other road improvements that have increased access to Marshall include US Highway 19 from Yancey County and NC Highway 213 from Mars Hill. These improvements have created a new dynamic in Madison County, one of tourism, economic development, and culture.

Map A-1: Vicinity Map



Sources: "Town of Marshall" website, Madison County Heritage Development Plan, "Visit Madison County" website

A.2 Population

According to the U.S. Census Bureau records, the population of the Town of Marshall has decreased in population from 1960 to 2007, which is the latest year for which a certified population estimate has been produced by the U.S. Census Bureau. The town experienced a period of growth between 1960 and 1970 increasing by 5.7%. The population decreased by 21.4% between 1970 and 1980 and remained unchanged through 1990. From 1990 to 2000, the growth rate was 3.7% which may be attributed to the growing popularity of the mountains and the completion of Interstate 26 between Columbia, South Carolina and Tennessee in 2005. According to the recent estimates for 2007 the rate of growth is slightly declining by only about 1%. These changes are illustrated in Table A-1. Tables A-2 and A-3 illustrate the comparison of Marshall to peer municipalities and counties.

Table A-1
Town of Marshall Population Change (1960 to 2007)

Year	Population	Numerical Change	Percent Change
1960	926	-	-
1970	982	56	5.7%
1980	809	-173	-17.6%
1990	809	0	0.0%
2000	840	31	3.7%
*2007	831	-9	-1.1%

** Estimate-NC State Demographer*

Sources: US Census & NC State Demographer

**Table A-2
Comparison Population Change (1960 to 2007)**

	1960	1970	1980	1990	2000	*2007
Marshall	926	982	809	809	840	831
Mars Hill	1574	1623	2126	1,611	1,764	1,769
Hot Springs	723	653	678	478	645	637
Madison County	17,217	16,003	16,827	16,953	19,635	20,309
Buncombe County	130,074	145,056	160,934	174,821	206,330	226,771
Yancey County	14,008	12,629	14,934	15,419	17,774	18,456
Haywood County	39,711	41,710	46,495	46,942	54,033	56,430

* Estimate-NC State Demographer

Sources: US Census & NC State Demographer

**Table A-3
Comparison Population Change (by % growth) (1960 to 2007)**

	1960-1970	1970-1980	1980-1990	1990-2000	2000-*2007
Marshall	5.7%	-17.6%	0.0%	3.7%	-1.1%
Mars Hill	3.1%	31.0%	-24.2%	9.5%	0.3%
Hot Springs	-9.7%	3.8%	-29.5%	34.9%	-1.2%
Madison County	-7.1%	5.1%	0.7%	15.8%	3.4%
Buncombe County	11.5%	10.9%	8.6%	18.0%	9.9%
Yancey County	-9.8%	18.3%	3.2%	46.0%	13.5%
Haywood County	5.0%	11.5%	1.0%	15.1%	4.4%

Source: US Census

**Table A-4
Population Projection Comparison (2010-2030)**

<u>Municipalities</u>	2010	2020	2030	Avg. % Change per Decade
Marshall	872	966	1,030	7.0%
Mars Hill	1,857	2,058	2,194	9.3%
Hot Springs	669	741	790	7.5%
<u>Counties</u>				
Madison County	21,322	23,631	25,191	7.5%
Buncombe	234,080	262,660	285,454	8.0%
Haywood	57,711	60,090	61,676	3.0%
Yancey	18,910	20,479	21,891	5.9%

Sources: US Census & NC Office of State Budget and Management

Table A-4 shows the population projections for the Town of Marshall and surrounding communities and counties. The 2007 total population for the Town was 831, while the county population was 20,309. The 2007 population figures were utilized as the baseline comparison for the population projections. The Town of Marshall has a projected average 7 percent increase in population each decade from 2010 to 2030. The method used for this project is the constant-share projection method. Constant-share projections assume the entity being studied accounts for a "constant" portion of the referenced region's growth. In this Plan, Marshall was compared with Madison County as the reference region. See the formulas used for the projections below:

$$\begin{aligned} \text{Marshall pop. (2010)} &= \frac{\text{Marshall pop. (2007)}}{\text{Madison County pop. (2007)}} \times \text{Madison County pop. (2010)} \\ \text{Marshall pop. (2020)} &= \frac{\text{Marshall pop. (2010)}}{\text{Madison County pop. (2010)}} \times \text{Madison County pop. (2020)} \\ \text{Marshall pop. (2030)} &= \frac{\text{Marshall pop. (2020)}}{\text{Madison County pop. (2020)}} \times \text{Madison County pop. (2030)} \end{aligned}$$

Table A-5 provides a detailed breakdown of Marshall's population by age group. While the town saw an increase in population from 1990-2000, the increase was not distributed evenly among the age groups. While percentage of the population under five, younger

working age, and retirement age decreased, the percentage of school age, older working age, and elderly increased. The elderly population almost doubled between 1990 and 2000. The median age of Marshall slightly increased between 1990 and 2000.

**Table A-5
Marshall Age Distribution (1990 & 2000)**

Age	1990		2000	
	Number	%	Number	%
Under 5	52	6.4%	42	5.0%
5 to 17 years (school age)	130	16.1%	140	16.7%
18 to 39 years (younger working age)	228	28.2%	229	27.3%
40-59 years (older working age)	183	22.6%	208	24.8%
60-79 years (retirement age)	185	22.8%	162	19.3%
80 and over (elderly)	31	3.8%	59	7.0%
Total	809		840	
Median Age	39.7		40.5	

Source: US Census

As indicated by Table A-6, the racial composition of the Town of Marshall is predominantly white and remained relatively unchanged between 1990 and 2000. This is comparable to the overall racial composition of Madison County.

**Table A-6
Marshall & Madison County Racial Composition (1990 & 2000)**

Race	Marshall-1990		Madison County-1990		Marshall-2000		Madison County-2000	
	Number	%	Number	%	Number	%	Number	%
White	800	98.9%	16,678	98.4%	825	98.2%	18,929	96.4%
African American	4	0.5%	116	0.7%	3	0.4%	168	0.9%
American Indian & Alaska Native	2	0.2%	29	0.2%	3	0.4%	5	0.0%
Asian or Pacific Islander	1	0.1%	37	0.2%	2	0.2%	140	0.7%
Other race	0	0.0%	0	0.0%	0	0.0%	0	0.0%
2 or more races	0	0.0%	0	0.0%	2	0.2%	156	0.8%
Hispanic	2	0.2%	93	0.5%	5	0.6%	237	1.2%
Total	809		16,953		840		19,635	

Source: US Census

A.3 Housing

The majority of housing in 2000 (about 57%), was single- family detached dwelling units which has slightly decreased when compared to 1990 as shown on the table above. Approximately one-fifth (1/5) of the housing units in the Town of Marshall in 2000 were classified as mobile home/trailer/other. Housing structures with 10 or more units increased the most (6.8%) as a percentage of total housing. The other housing types have either increased slightly or remained the same.

**Table A-7
Marshall Housing Structure by Type (1990-2000)**

	1990		2000	
	Number	%	Number	%
One-Unit Detached	229	59.2%	257	56.5%
One-Unit Attached	2	0.5%	2	0.4%
2 to 4 units	20	5.2%	27	5.9%
5 to 9 units	4	1.0%	4	0.9%
10 or more units	35	9.0%	72	15.8%
Mobile home/trailer/other	97	25.1%	93	20.4%
TOTALS	387	100.0%	455	100.0%

Source: US Census

As indicated in Table A-8 below, the largest percentage of houses in the Town of Marshall were built in 1990's. Building was fairly evenly distributed throughout the decades with slightly fewer houses built in the 1940s and a small building boom in the 1990s. In 2000, approximately 80 percent of the housing stock was built prior to 1990, and 20 percent was built between 1990 and 2000. Table 3-9 shows that overall housing values increased between 1990 and 2000 with 15.5 percent of houses valued over \$150,000 in 2000. In 1990, all but 2.3 percent of the entire housing stock was valued at under \$100,000, with no houses valued over \$150,000. However, the total number of houses valued at under \$15,000 more than tripled, making up approximately 10 percent of the housing stock in 2000. This may be an indicator of significant deterioration of many houses in Marshall.

**Table A-8
Marshall Age of Structure (2000)**

	Number	%
1999 to March 2000	8	1.8%
1990 to 1998	84	18.4%
1980 to 1989	58	12.7%
1970 to 1979	67	14.7%
1960 to 1969	67	14.7%
1950 to 1959	55	12.1%
1940 to 1949	43	9.5%
1939 or earlier	73	16.0%
TOTAL	455	100.0%

Source: US Census

**Table A-9
Marshall Housing Value of Owner-Occupied Units (1990-2000)**

	1990		2000	
	Number of Units	%	Number of Units	%
Under \$15,000	7	5.5%	24	10.1%
\$15,000 to \$49,999	61	47.7%	54	22.7%
\$50,000 to \$99,999	57	44.5%	82	34.5%
\$100,000 to \$149,999	3	2.3%	41	17.2%
\$150,000 to \$199,999	0	0.0%	28	11.8%
\$200,000 to \$249,999	0	0.0%	2	0.8%
\$250,000 to \$299,999	0	0.0%	7	2.9%
\$300,000 or more	0	0.0%	0	0.0%
TOTALS	128*	100.0%	238	100.0%

*Specified owner-occupied units (per US Census)

Source: US Census

**Table A-10
Housing Occupancy and Tenure (1990-2000)**

	1990				2000			
	Marshall		Madison County		Marshall		Madison County	
Housing Occupancy	Number	%	Number	%	Number	%	Number	%
Total housing units	387	100.0%	7,667	100.0%	455	100.0%	9,722	100.0%
Occupied housing units	343	88.6%	6,488	84.6%	402	88.4%	8,000	82.3%
Owner-occupied	242	70.6%	5,050	77.8%	238	59.2%	6,123	76.5%
Renter-occupied	101	29.4%	1,438	22.2%	164	40.8%	1,877	23.5%
Vacant	44	11.4%	1,179	15.4%	53	11.6%	1,722	17.7%

Source: US Census

As shown in Table A-10, between 1990 and 2000 the total number of housing units in Madison County increased by 26.8 percent, while Marshall's total number of housing units increased by only 17.5 percent. Marshall had a higher occupancy rate than Madison County in both 1990 and 2000. The number of rental units in Marshall in 2000 was much higher than in 1990 and the rental rate

was significantly higher than Madison County as a whole. Forty percent of all houses in Marshall in 2000 were rental units. Table A-II shows that the average household sizes of both Marshall and Madison County decreased from 1990 to 2000 and that Madison County has a larger average household size than Marshall.

**Table A-II
Households and Average Household Size (1990-2000)**

	1990		2000	
	Marshall	Madison County	Marshall	Madison County
Households	343	6,488	390	8,000
Average Persons per Household	2.34	2.61	2.12	2.45

Source: US Census

A.4 Economic Development

Table A-12 shows the most recent countywide employment data and reveals that approximately 22 percent of all jobs in Madison County are with the state, local or federal government and approximately 78 percent are with private industries. The largest employment sector is “Education and Health Services” followed by “Trade, Transportation, & Utilities” and “Leisure and Hospitality”.

Table A-12
Madison County Employment by Industry (3rd quarter 2008)

Industry	Employees	%
Government	920	22.2%
Private Industry	3,219	77.8%
Total	4,139	100.0%
Natural Resources & Mining	20	0.5%
Construction	309	7.5%
Manufacturing	409	9.9%
Trade, Transportation, & Utilities	499	12.1%
Information	10	0.2%
Financial Activities	101	2.4%
Professional & Professional Services	142	3.4%
Education & Health Services	1,636	39.5%
Leisure & Hospitality	480	11.6%
Other Services	56	1.4%
Public Administration	451	10.9%
Unclassified	26	0.6%
Total	4,139	100.0%

Source: NC Employment Security Commission

As shown in Table A-13, the unemployment rate in Madison County from 2000 to 2008 ranged from 3.8 percent to 6.0 percent. For the first quarter of 2009, the average unemployment rate is 9.7 percent, the highest in a decade. This corresponds with a worldwide economic downturn that has had a significant impact on unemployment in the United States and the state of North Carolina. The statewide average unemployment rate for the first quarter of 2009 is 10.7 percent.

**Table A-13
Madison County Unemployment Rate (2000-2009)**

Year	Annual Average Unemployment Rate (%)
2000	3.8
2001	5.6
2002	6.0
2003	5.2
2004	5.2
2005	5.1
2006	4.1
2007	4.0
2008	5.8
2009 (through March)	9.7

Source: NC Employment Security Commission

Median household income (Table A-14) in Marshall in 2000 was very similar to its peer municipalities and counties. Marshall went from having the lowest median household income in 1990 to the fourth highest income in 2000. Marshall had the highest percentage increase in median household income between 1990 and 2000. In addition to a large increase in household income, both Marshall and Madison County as whole experienced a decrease in the number of persons living below the poverty line, while Mars Hill and Hot Springs experienced a significant increase, as shown in Table A-15.

**Table A-14
Median Household Income (1990 & 2000)**

Community	1989	1989 Adjusted ²	1999	Dollar Change (Adjusted for Inflation)	Percent (Adjusted for Inflation)
Hot Springs	17,813	23,869	20,714	- 3,155	- 13.2 %
Mars Hill	29,000	38,860	32,917	- 5,943	- 15.3 %
Marshall	15,536	20,818	24,187	3,369	16.2 %
Madison County	18,956	25,401	30,985	5,584	22.0 %
State of NC	26,647	35,800	39,184	3,384	9.4 %
United States	30,056	40,380	41,994	1,614	4.0 %

Source: US Census 1980, 1990, 2000

Notes:

1. "Household Income" is defined by the U.S. Census Bureau as total money income received in the prior calendar year by all household members 15 years and over, tabulated for all households; median household income figures are derived from the entire distribution of household incomes. "Median" is defined as the middle value, which means that one-half the population earns less and one-half earns more than the figure given.
2. According to the U.S. Bureau of Labor Statistics (www.bls.gov), the consumer price index multiplier for converting 1989 figures into comparable dollars in 1999 is 1.34. In other words, to calculate what a 1989 figure is in 1999, multiply the 1989 amount by 1.34.

**Table A-15
Persons Living Below Poverty Line (1990 & 2000)**

	1990	2000	1990-2000 Change
	Number	Number	% Change
Marshall	27.0%	23.4%	-3.6%
Mars Hill	10.1%	16.9%	6.8%
Hot Springs	11.1%	24.4%	13.3%
Madison County	20.3%	15.4%	-4.9%
Buncombe County	11.4%	11.4%	0.0%
Yancey County	18.7%	15.8%	-2.9%
Haywood County	12.7%	11.5%	-1.2%
North Carolina	13.0%	12.3%	-0.7%
United States	13.1%	12.4%	-0.7%

Source: US Census

Educational attainment correlates with household income and poverty levels. These are typically indicators of a community's ability to contribute to the workforce within certain industries and of a community's economic stress. In 2000, 38 percent of Marshall's population over the age of 25 had not received a high school diploma or equivalent. This was down from 43.1 percent in 1990. The number of residents receiving a high school diploma increased from 1990 to 2000, yet their share of the population decreased. This is primarily due to the fact that a larger portion of the population had continued their education past high school. This is demonstrated by the large increase (57 percent) in the number of residents who reported having some college in 2000 and was the largest increase seen from 1990 to 2000.

Table A-16
Educational Attainment Levels for the Population Over the Age of 25 (1990 & 2000)

Educational Attainment	1990		2000		1990-2000
	Number	%	Number	%	% Change
Less than 9th grade	121	22.0%	108	17.6%	-10.7%
9th to 12th grade, no diploma	116	21.1%	125	20.4%	7.8%
High school graduate (equiv)	152	27.6%	167	27.3%	9.9%
Some college, no degree	60	10.9%	94	15.4%	56.7%
Associate's degree	35	6.4%	28	4.6%	-0.2%
Bachelor's degree	41	7.4%	55	9.0%	34.1%
Graduate or professional degree	26	4.7%	35	5.7%	34.6%
TOTALS	551	100.0%	612	100.0%	

Source: US Census

A.5 Transportation

The major transportation route through Marshall is US Highway 25/70. The business route, which carries approximately 3,500 vehicles per day (VPD), cuts through the middle of downtown while the bypass route, which carries approximately 12,000 VPD, skirts the northern edge of town, where Madison High School and highway business uses are located. US Highway 25/70 handles approximately 11,000 VPD at its southern segment and connects Marshall to Weaverville and Interstate 26/US Highway 19/US Highway 23. North Carolina Highways 213 and 251 also bring travelers to the Town of Marshall. NC Highway 213 carries 7,900 VPD and connects Marshall to Mars Hill. NC Highway 251 handles 970 VPD and connects Marshall to Woodfin along the French Broad River. A Norfolk Southern Railroad runs east to west across Marshall along the French Broad River and beside downtown. (See Map A-2)

State roads are maintained by NCDOT, while only 2.85 miles are maintained by the Town of Marshall using Powell Bill funds. There is currently only one state road project directly affecting the Town of Marshall. NCDOT indicates in its Transportation Improvements Program (TIP) that Bridge No. 8 on NC Highway 251 where Ivy Creek enters the French Broad River will be replaced. The project is currently unfunded which means the work will likely not occur until after 2015. Marshall and Madison County are located within Land-of-Sky Rural Planning Organization (RPO) area which is to the north of the French Broad River Metropolitan Planning Organization area. The NCDOT established RPOs across the state designating the local Council of Governments to be in charge and staff the regional RPOs.

The State Transportation Improvement Program contains the following projects for the future in and around Marshall and Madison County:

North Carolina 2009-2015 State Transportation Improvement Program

TIP Number	Route/City	County	Description	Comments
B-4777	NC 251 at Ivy River Road	Madison	Replace bridge No. 8	
C-4948	Various	Madison	Land-of-Sky RPO to work with regional clean air campaign and clean vehicle coalition to implement an education and outreach program in communities adjacent to Great Smoky Mountains National Park.	In Progress
E-4584	Marshall	Madison	Streetscape on the proposed bridge on Bailey Branch Road across from the French Broad River.	Under Construction
FS-0513A	New route	Madison	Marshall to Spring Creek Community. Construct new route.	Feasibility study in progress
R-2426	NC 208	Madison	US 25-70 to Tennessee state line. Upgrade to two lane roadway.	
R-2589	NC 209	Madison	NC 63 at Trust to US 25-70 in Hot Springs. Upgrade two lane roadway.	
R-4046	Various	Madison	Guardrail installation and safety improvements	Part under construction

In 2000, approximately the same number of workers that remained in Madison County for their jobs commuted to Buncombe County for work. This indicates a strong economic and transportation network between the two counties. (See Map A-3). Also in 2000, 257 workers held jobs out of state. The largest percentage of workers who lived in Marshall in 2000 commuted between 30 and 34 minutes. Approximately 82 percent of Marshall workers commuted less than 35 minutes to work. Almost 83 percent of workers drove alone to work, while 1.5 percent carpooled. No one used public transportation to get to work. Seven people either walked to work or worked at home.

Table A-17
Commute Patterns for Residents of Madison County (2000)

2000 Commute Patterns for Residents of Madison County			
In-State Commuters Worked In:		Out-of-State Commuters Worked In:	
Buncombe County	3,986	Tennessee	122
Madison County	3,923	South Carolina	38
Yancey County	83	Out of U.S. or at Sea	26
Henderson County	77	Texas	22
Haywood County	49	Georgia	22
Mitchell County	41	Florida	22
Transylvania County	35	West Virginia	12
Caldwell County	15	Virginia	11
Macon County	15		
Jackson County	14		
Wake County	12		
Rockingham County	11		
Burke County	11		
Forsyth County	10		
Cabarrus County	9		
McDowell County	3		
Mecklenburg County	1		
Total in North Carolina	8,295	Total Out of State	275
Total Workers from Madison County			8,570

Source: US Census

**Table A-18
Commute Time for Workers (2000)**

Commute Time	# of Workers	%
Less than 5 minutes	12	3.6
5 to 9 minutes	41	12.2
10 to 14 minutes	61	18.2
15 to 19 minutes	25	7.4
20 to 24 minutes	27	8.0
25 to 29 minutes	32	9.5
30 to 34 minutes	78	23.2
35 to 39 minutes	2	0.8
40 to 44 minutes	5	1.2
45 to 59 minutes	27	8.1
60 to 89 minutes	14	4.2
90 minutes or more	9	2.7
Worked at home	3	0.9
Mean Travel Time	25.5	

Source: US Census

**Table A-19
Mode of Transportation to Work (2000)**

Mode of Transportation to Work	# of Workers
Car, truck, or van	329
Drove alone	278
Carpooled	51
Public Transportation	0
Walked	4
Bicycle or Motorcycle	0
Worked at home	3
Total	336

Source: US Census

A.6 Community Facilities and Government Services

The town employs two full-time police officers and one full-time administrative staff person who performs the duties of Town Clerk and NC STEP Coordinator. The Town has advertised for a third full-time police officer. There are also two part time administrative staff members who perform the duties of Tax Collector and Assistant Town Clerk. Additionally, there are several auxiliary police officers that operate on an as-needed basis. Zoning administration and enforcement is performed by a volunteer also on an as-needed basis. Fire protection is provided by the Marshall Volunteer Fire Department which is part of the Smokey Mountain Fire District. The Town Hall moved into the County's old Social Services building in mid-2009. The building was acquired by the Town in a land swap with the County. Additionally, the Town owns approximately 20 other properties including the police department, a reservoir, several parking lots, and some gifted land.

Parks and Recreation

The Town of Marshall owns several properties including four parks. Blannahassett Island, which is 10 acres, is jointly owned by the Town and Madison County. The Town owns the western portion, while Madison County owns the eastern portion. A master plan for the Town's Blannahassett Island Park has been completed but has not yet been adopted by the Board of Aldermen. The park currently has a walking trail, benches, a grill, picnic tables, swing sets, and two youth baseball fields. The island also contains the Town's sewage treatment plant. The portion of the island owned by Madison County has the former Madison High School building, which currently serves 20 artists as an art studio and the gymnasium which serves as a community center. It also has an outdoor basketball court, bocce ball court, and a weekly farmers market during the summer months. A small park, dedicated to the memory of former police chief Faye Reid, sits on Blannahassett Island at the end of the bridge crossing at the entrance to the old glove plant. Everett Barnett Pocket Park is on a half acre parcel and contains a bench, sundial sculpture, and overflow parking for the Depot. Rollins Neighborhood Park has river access and a playground. Skyway Recreation Park has tennis and basketball courts that are unused and in disrepair.

Water and Sewer Facilities

The Town also provides water and sewer service to accessible areas within the Town limits and many surrounding areas in Madison County. Currently, the Town of Marshall operates three wells along Walnut Creek Road, two water storage tanks, and numerous water distribution lines. The Town also operates a wastewater treatment plant, four pump stations and a sewer collection system.

In the fall of 2007, the North Carolina Department of Environment and Natural Resources (NCDENR) enacted a moratorium for any new taps to Marshall's water system for having inadequate water supply capacities and a failing distribution system. Also, many two-inch (2") or smaller lines are longer than 1,000 feet in length. Future extensions and taps cannot be made until these issues are resolved.

The Town currently has five wells located in two general areas around Marshall. The three primary wells are located along the Walnut Creek Road area north of downtown, and the two offline wells are located in Fortner Hollow, approximately one-half (1/2) mile upstream of downtown Marshall on the French Broad River. The total yield of the active wells is approximately 210 gallons per minute. The Heck Creek well has an average yield of less than 30 gallons per minute and has been taken offline numerous times within the last several years due to diminished yield. The Heck Creek well is currently used on an as-needed basis. The total water consumption of the Town generally varies between 80,000 and 120,000 gallons per day. The Town has two wells under development at this time, which are known as the Rice Wells. The Rice Wells are generally located in the same vicinity of the other Walnut Creek wells and feed the common transmission waterline along Walnut Creek Road. The combined yield of these two wells is approximately 105 gallons per minute. The Fortner Hollow wells have a combined yield of around 500 gallons per minute, but have been offline for many years due to excessively high mineral content and inadequate treatment facilities. The future use of these wells would require the construction and operation of a new treatment facility, along with several changes within the distribution system.

The Town has a one million-gallon water reservoir that was built in the 1930's by the Civilian Conservation Corps. This reservoir was last repaired in the early 1990's by adding an aluminum roof and another layer of concrete to the exterior of the tank. Additionally, the Town has a 500,000 gallon reservoir on the eastern end of the distribution system. This tank was constructed in the late 1970's and is located in the Marshall Industrial Park.

The Town's water distribution system is very antiquated and consists of cast iron, ductile iron, and PVC pipe. Many of the older sections of Town were constructed with cast iron pipe in the 1930's and 1940's and are at the end of their useful life. There are over 29 miles of water lines within the Town ranging in size from less than two (2) inches to 12 inches.

The Madison County Board of Education provides public school services for the Marshall area. Marshall is served by Laurel Elementary, Brush Creek Elementary, Madison Middle, and Madison High Schools.

A.7 Environment and Natural Resources

The Town of Marshall has a diverse topography made up of rolling hills, pasture land, steep mountainous terrain and knolls. The mountainous terrain characterizing Marshall ranges in elevation from approximately 1,600 feet to approximately 2,300 feet above mean sea level. Most of the planning area has a slope in excess of 20-30 percent. Areas around the river and other natural drainage area have the highest percentage slope, constraining development to a great degree. Bottom lands and hilltops are the only areas of land with less severe slope.

Marshall has several surface streams including Hayes Run, Bailey Branch, Casey Bow Branch, Frisby Branch, and Profitt Branch, all of which drain into the French Broad River. Due to steep grades, during heavy rains the streams reach bank levels very rapidly causing high stream velocities making flood waters hard to control. The greatest known flood occurred on July 16, 1916 when the French Broad River, rising at a rate of 2.5 feet per hour, covered the business area with depths of seven to ten feet. Between the years 1902-1970, Marshall has flooded 14 times.

Two floods ranked as the fourth highest known to Marshall occurred in August of 1940. The first flood which occurred on the 14th of August was from a hurricane. The second flooding occurred on the 30th of the same month and was caused by intense thunderstorm activity which developed over the Southern Appalachian Mountains and which produced 24-hour rainfall in amounts that exceeded 10 inches in some parts of the French Broad River basin. Many houses were flooded, and the Southern Railway depot was washed away from its foundation along with another building. Over 1,000 feet of railroad track was washed over the retaining wall and into the French Broad River as well as onto the island where water reached into the second story of the school building.

Another significant flood event occurred in 2004 when during a three week period, the remnants of three hurricanes (Frances, Gaston, & Ivan) passed through the area inundating the region with torrential rain. The entire downtown, which is located completely within a special flood hazard area (100-year floodplain), flooded to levels between one foot and two and a half feet. Blannahassett Island in the French Broad River was also submerged severely damaging the Town's waste treatment plant and ground floors of the old high school and gym. As a result of the flood, Madison County moved all of its county offices, except the courthouse and jail, out of downtown Marshall to the bypass on the northern edge of Marshall. In response to this flood, the Land-of-Sky Regional Council worked with the town to draft the *Business Area Redevelopment Plan* as part of the *Hurricane Recovery Business Area Redevelopment Program*. The plan made several recommendations for revitalizing the downtown and preventing and mitigating flood damage in the future by using FEMA's *Pre-Disaster Mitigation Program* funds.

Understanding the slopes and soil types in the Town of Marshall can help determine the suitability of areas for farming or development. The slope of land generally determines its soil type. See Tables A-20 and A-21 and Map A-8 for the soil characteristics of Marshall.

**Table A-20
Town of Marshall Soil Types & Properties**

Soil	Texture	Water Capacity	Flooding	Water Erosion	Slope
BaA	Sandy	Very Low	Occasional	None	Gentle
CtC2	Clayey	High	None	Severe	Steep
CtD2	Clayey	High	None	Severe	Moderate
EvD2	Loamy	Moderate	None	Very Severe	Moderate
EvE2	Loamy	Moderate	None	Very Severe	Steep
FrA	Loamy	Low	Occasional	Slight	Gentle
MwD	Loamy	Moderate	None	Very Severe	Moderate
MwE	Loamy	Moderate	None	Very Severe	Steep
RoF	Loamy	Low	None	Very Severe	Steep
RsA	Loamy	Low	Occasional	Slight	Gentle
TaB	Loamy	Moderate	None	Moderate	Gentle
TaC	Loamy	Moderate	None	Severe	Steep
TaD	Loamy	Moderate	None	Very Severe	Moderate
TmC	Loamy	Moderate	None	Severe	Steep
Ud	Loamy	Low	Variable	Very Severe	Moderate
UfB	Loamy	Moderate	Occasional	Very Severe	Gentle
Uhe	Loamy	Moderate	Variable	Very Severe	Steep
WaD2	Loamy	Low	None	Very Severe	Moderate
WaE2	Loamy	Moderate	None	Very Severe	Steep
WoF	Loamy	Low	None	Very Severe	Steep

Sources: Soil Survey of Madison County, NC & US Natural Resources Conservation Service

**Table A-21
Town of Marshall Land Use Suitability**

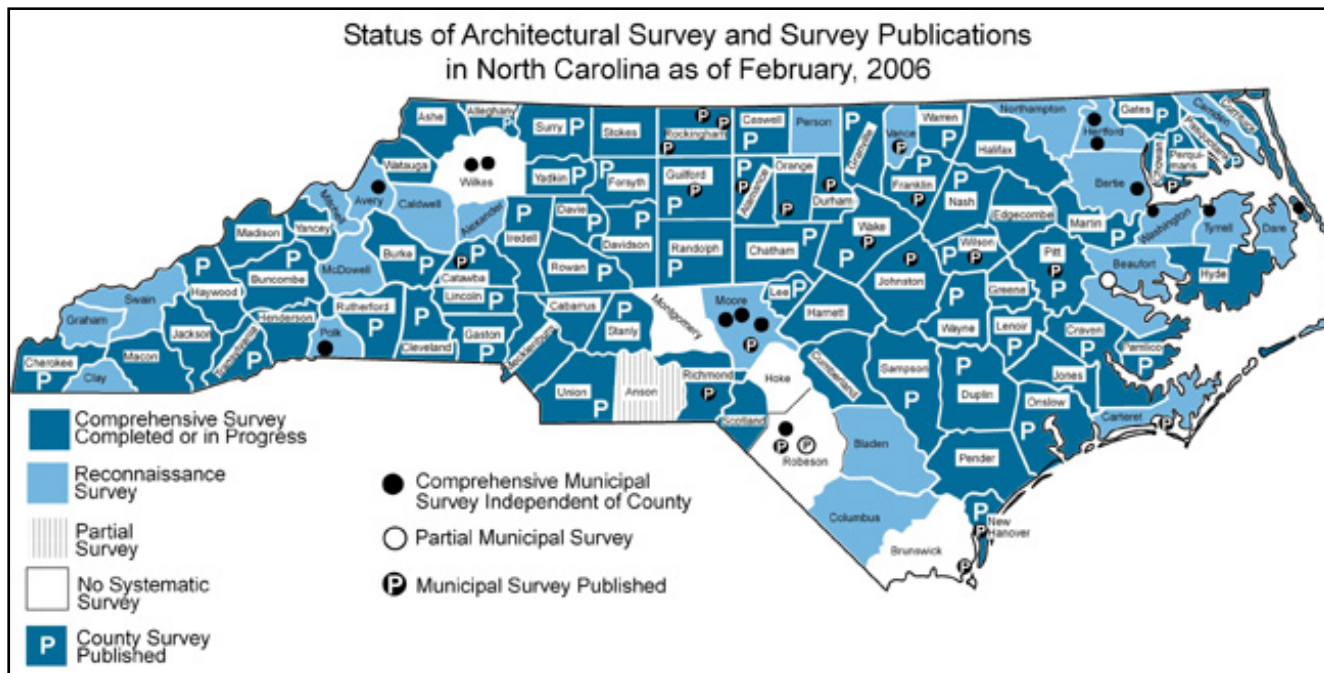
Land Use Suitability					
Soil	Cropland	Pasture	Orchards	Woodland	Urban Use
BaA	Unsuited	Poorly suited	Unsuited	Unsuited	Unsuited
CtC2	Suited	Well suited	Poorly suited	Well suited	Suited
CtD2	Poorly suited	Suited	Suited	Suited	Poorly suited
EvD2	Poorly suited	Suited	Suited	Suited	Poorly suited
EvE2	Unsuited	Unsuited	Poorly suited	Suited	Poorly suited
FrA	Well suited	Well suited	Unsuited	Suited	Unsuited
MwD	Unsuited	Suited	Poorly suited	Suited	Poorly suited
MwE	Unsuited	Poorly suited	Poorly suited	Suited	Poorly suited
RoF	Unsuited	Unsuited	Unsuited	Unsuited	Unsuited
RsA	Well suited	Well suited	Unsuited	Well suited	Unsuited
TaB	Well suited	Well suited	Well suited	Well suited	Well suited
TaC	Suited	Well suited	Well suited	Well suited	Suited
TaD	Poorly suited	Suited	Suited	Suited	Poorly suited
TmC	No data	No data	No data	No data	Poorly suited
Ud	Unsuited	Poorly suited	Unsuited	Poorly Suited	Poorly suited
UfB	No data	No data	No data	No data	No data
Uhe	No data	No data	No data	No data	No data
WaD2	Unsuited	Poorly suited	Unsuited	Poorly Suited	Poorly suited
WaE2	Unsuited	Poorly suited	Unsuited	Poorly Suited	Poorly suited
WoF	Unsuited	Unsuited	Unsuited	Unsuited	Unsuited

Sources: Soil Survey of Madison County, NC & US Natural Resources Conservation Service

A.8 Historic and Cultural Resources

According to the State Historic Preservation Office (SHPO), Madison County has a comprehensive historic architectural survey completed as of 2006. A partial survey was originally done in 1984. The SHPO statewide inventory contains information on over 360 prehistoric and historic archaeological sites in Madison County. A total of \$60,000 in state grants has been awarded for a county architectural survey and restoration of the Marshall Train Depot. According to the SHPO website, seven individual National Register listings are located across Madison County, and three of those are in the Marshall vicinity: Madison County Courthouse, the James H. White House, and the Jeff White House. SHPO staff has provided technical restoration assistance to the Madison County Courthouse and the Marshall Depot. Regular assistance has been given by SHPO to the downtown commercial district in Marshall as an extension of a community assessment by Handmade in America.

FIGURE A-1



Source: State Historic Preservation website: <http://www.hpo.ncdcr.gov/bldgsurv.htm>

The Town of Marshall worked with SHPO to designate a National Register district in downtown Marshall in 2007 (See Map A-9). Table A-22 lists the contributing and noncontributing structures in the district.

**Table A-22
Town of Marshall National Register District Structures**

ID No.	Address	Name/Type	Style	Year Built
1	101 N Main St	Commercial Building	Commercial Style	1945
2	81 N Main St	Apartments	Mission Revival	1935
3	53 N Main St	Commercial Building	Rustic Revival	1940
4	40 N Main St	Commercial Building	Commercial Style	1920
5	41 N Main St	Commercial Building	Commercial Style	1930
6	35 N Main St	Commercial Building	Commercial Style	1930
7	25 N Main St	Commercial Building	Commercial Style	1930
8	11 N Main St	Filling Station/Garage	Commercial Style	1924-26
9	9 N Main St	LP Roberts Building	Commercial Style	1947
10	33 Bailey's Branch Rd	Madison County Jail		1915
11	32 N Main St	Marshall Pharmacy	Commercial Style	1915
12	14 S Main St	Commercial Building	Romanesque Revival	1899
13	20 S Main St	Commercial Building	Commercial Style	1915
14	26 S Main St	OC Rector Building	Classical Revival	1928
15	30 S Main St	Commercial Building	Romanesque Revival	1900
16	34 S Main St	Commercial Building	Commercial Style	1915
17	42 S Main St	Commercial Building	Commercial Style	1930
18	50 S Main St	Tweed's Department	Commercial Style	1925
19	58 S Main St	Commercial Building	Commercial Style	1940
20	126 S Main St	Commercial Building	Commercial Style	1915
21	74 S Main St	Commercial Building	Commercial Style	1915
22	74A S Main St	Commercial Building	Commercial Style	1915
23	90 S Main St	Commercial Building	Commercial Style	1915
24	100 S Main St	United States Post Office		1977
25	15 Bridge St	S & S Wholesale Grocery	Commercial Style	1915
26	25 Bridge St	Warehouse		1920
27	136 S Main St	Commercial Building	Commercial Style	1915

(Cont.)	Address	Name/Type	Style	Year Built
28	136A S Main St	Marshall Fire Department	Commercial Style	1915
29	148 S Main St	Commercial Building	Commercial Style	1915
30	156 S Main St	Commercial Building	Commercial Style	1915
31	160 S Main St	Marshall Motor Company	Commercial Style	1920
32	76 N Main St	Duplex		1915
33	56 N Main St	Methodist Episcopal Church	Gothic Revival	1912
34	32 N Main St	Commercial Building	Commercial Style	1960
35	14 N Main St	Rock Café Restaurant	Commercial Style	1947
36	2 N Main St	County Courthouse	Neoclassical Revival	1907
37	13 S Main St	Bank of the French Broad	Classical Revival	1922
38	39 S Main St	Col. Lawrence Allen House	Greek Revival	1849, 1872
39	53 S Main St	First Baptist Church	Classical Revival	1959
40	63 S Main St	Masonic Temple	Commercial Style	1925
41	73 S Main St	Service Station	Art Deco	1925
42	103 S Main St	Commercial Building	Commercial Style	1920
43	107-109 S Main St	Duplex	Colonial Revival	1935
44	115 S Main St	Commercial Building	Commercial Style	1920
45	133 S Main St	Marshall Chevrolet Co.	Commercial Style	1927
46	165 S Main St	Presbyterian Church	Colonial Revival	1950
Properties in gray are non-contributing, all others are contributing.				

Source: Marshall National Register District Registration Form (2007)

Marshall also has several cultural resources that are central to the social and educational aspects of the Town (see Table A-23 and Map A-10).

**Table A-23
Town of Marshall Cultural Resources**

ID No.	Cultural Resource	ID No.	Cultural Resource
1	Dry Branch Baptist Church	16	Marshall Presbyterian Church
2	Robert Ramsey Cemetery	17	Blannahassett Island
3	Private Cemetery	18	NewZart Art Gallery & Studio
4	Bryant Cemetery	19	Marshall First Freewill Baptist Church
5	Cemetery	20	Brian Festa (Percussionist)
6	Cemetery II	21	Ponder Chapel
7	Davis Chapel	22	Madison Seminary Baptist Church
8	County Home Cemetery	23	Dana & Susan Robinson (Songwriters)
9	Madison County Library	24	Ramsey Cemetery
10	Madison County High School	25	Bradburns Chapel First Church
11	City Cemetery	26	Robert Swann (Woodworker)
12	Roberts Cemetery	27	Rector Cemetery
13	Marshall Baptist Church	28	Bear Creek Baptist Church
14	Marshall Freewill Community Church	29	Oak Hill Baptist Church
15	First Baptist Church		

Sources: Madison County Arts Council website, Madison County GIS

A.9 Existing Land Use

As shown on Maps A-11, A-12, and A-13 the vast majority of Marshall land area is farmland, vacant, or forested (71.5 percent). The next largest land use category is single-family residential, followed by civic and institutional. Approximately 2.3 percent of the town is commercial land use.

Table A-24
Town of Marshall Existing Land Use Summary

Existing Land Use	Acreage	Percentage
Farmland/ Vacant/Forested	1817.1	71.5%
Single-family Residential	242.4	9.5%
Manufactured Homes	62.0	2.4%
Multi-family Residential	24.7	1.0%
Civic/Institutional	149.6	5.9%
Commercial	58.8	2.3%
Mixed Use	1.5	0.1%
Industrial	22.9	0.9%
French Broad	160.7	6.3%
TOTAL	2539.7	100.0%

Source: Madison County GIS and Windshield Survey completed in 4/2009

Understanding how parcels of land within a jurisdiction are divided provides further insight into existing and possible future land use patterns. Table A-25 details the allocation of land based on the size of tax parcels. Land was separated into four classes based on its size in acres: less than three (3) acres, three (3) to 10 acres, 10 to 50 acres, and more than 50 acres. Typically, it can be assumed that concentrations of smaller parcels less than 3 acres indicate more intensive or urban development patterns, while the largest parcels indicate land which is currently undeveloped or has very little development. The larger parcels may be divided into smaller parcels over time based on regulatory policies, suitability and desirability for development, and other factors.

The largest parcels of land are south of the French Broad. Smaller parcels are mostly developed with larger parcels being mostly vacant, forested, or pastureland. A cluster of smaller parcels on the northern corner of Marshall is predominantly made up of single-family and multi-family residential development. The cluster of smaller parcels in downtown Marshall is made up of commercial and mixed use parcels with residential parcels to the north of downtown.

Total acreage within the Town of Marshall is 2,540 acres with average lot size at 3.5 acres. This is due to a larger number of less-than-three-acre parcels, even though the land area of smaller parcels adds up to less. The largest percentage of Town (approximately 43 percent or 1,100 acres) is made up of parcel sizes ranging between 10 to 50 acres. When including all parcels of land over 10 acres in size, the percentage is just over 68 percent – reinforcing the large amount of farmland, vacant, or forested land identified in the existing land use inventory. (See Map A-14)

Table A-25
Town of Marshall Land Subdivision Summary

Parcel Size	Town's Jurisdiction	
	Acres	Percent of Total Land Area
Less than 3 acres	338.66	13.33%
3 to 10 acres	461.49	18.17%
10 to 50 acres	1,100.43	43.33%
50 or greater acres	639.15	25.17%
TOTAL	2,539.73	100.00%

Source: Madison County GIS

Zoning is the primary method to guide the future use and parcel size of land within a community. As shown by Table A-26 and Map A-15, the R-1 low density residential district, which requires the largest lot sizes and is generally intended for single-family residential uses, makes up almost two-thirds of the town's land area. Only 9.4 percent of the Town is zoned for commercial purposes. The Zoning Map also shows the zoning for land in Madison County's jurisdiction within one mile of the town's primary corporate limits since it has the potential to impact the future land use of the town and its surroundings.

**Table A-26
Town of Marshall Zoning District Summary**

Zoning Districts	Acreage	Percentage
C1 Central Business	39.2	1.5%
C2 General Business	67.3	2.5%
C3 Heavy Commercial/Industrial	142.2	5.4%
R1 Low Density Residential	1727.8	65.2%
R2 Medium Density Residential	640.2	24.2%
R3 High Density Residential	33.1	1.2%
Total	2649.8*	100.0%

*includes zoned right-of-way area
Source: Madison County GIS

**Table A-27
Town of Marshall Zoning District Requirement Summary**

Zoning District	Minimum Lot Size (square feet)	General Uses Permitted
R-1 Low Density Residential	15,000	single-family residential, civic uses, recreational uses
R-2 Medium Density Residential	8,000	uses allowed in R-1 plus duplexes, manufactured homes on individual lots, rooming & boarding houses, bed & breakfasts, & public utilities
R-3 High Density Residential	8,000 (max. 10 DUA)*	uses allowed in R-2 plus multi-family residential & manufactured home parks
C-1 Central Business	None	uses allowed in R-3 district plus restaurants, retail, office, & service uses
C-2 General Business	None	uses allowed in C-1 plus commercial greenhouses, driving ranges, machine & metal shops, fuel dealers, and storage units
C-3 Heavy Commercial/Industrial	None	Manufacturing, open storage, wholesaling, warehousing, transportation terminals, and heavy equipment

*DUA=Dwelling Units per Acre
Source: Town of Marshall Zoning Ordinance

The Town of Marshall has a Zoning Ordinance, Subdivision Ordinance, and Flood Damage Prevention Ordinance. The Zoning Ordinance had its last comprehensive update in 1998. There have been several text amendments to the ordinance since then. As shown in Table A-27 above, Marshall utilizes cumulative zoning districts in which the uses allowed in the less intense district are also allowed in all of the more intense districts. Also, while the residential districts are titled “low”, “medium”, and “high” density, they are all fairly high density with the largest minimum lot size set at 15,000 square feet. The minimum lot size for the R-1 district is

contradictory to the existing patterns of growth in these areas given that most of the lots are greater than 3 acres and the slope and soil characteristics are unsuited or poorly suited for urban development.

The Subdivision Ordinance had several updates in 2007. The Flood Damage Prevention Ordinance is in the process of being updated to comply with requirements from the North Carolina Division of Emergency Management. Several implementation strategies from previous plans and studies recommend a comprehensive update of the ordinances that affect land development, as shown in Appendix C.

**Table A-28
Madison County Zoning District Requirement Summary**

Zoning District	Minimum Lot Size (square feet)	General Uses Permitted
R-80S Residential Open-Space	80,000 (density) 43,560 (lot size)	single-family residential, agriculture/horticulture uses
RA Residential-Agriculture	43,560	single-family residential, group developments, bed and breakfasts, backyard workshops, agriculture/horticulture uses, civic uses, medical offices
R-I Residential	43,560	all permitted uses in the RA District except manufactured homes, rest homes, clubs and lodges, backyard workshops, daycares
R-2 Residential Resort	43,560 for the first dwelling, 26,000 for the second dwelling, 20,000 for each unit in excess of two	agriculture/horticulture uses, single-family and multi-family residential, manufactured homes, bed and breakfast inns, recreational uses, residential vacation rentals
R-B Retail Business	20,000	retail trade and consumer service uses, single-family residences as accessory uses, but not manufactured homes
I-D Industrial District	43,560	industrial and warehouse uses, recreational uses, restaurants, public utilities
MHP Manufactured Home Park	None	as Conditional Use only
F-P Floodplain	None	agriculture/horticulture uses, recreational uses, utilities, temporary facilities, dams
I-S Industrial-Sludge	None	all permitted uses in the RA District, disposal of municipal or industrial wastewater treatment residuals

Source: Madison County Land Use Ordinance

Madison County has four different Ordinances; Land Use Ordinance, Watershed Ordinance, Mobile Home Ordinance, and a Subdivision Ordinance. The Land Use Ordinance was revised in October of 2008 and serves as the zoning regulations for Madison County. As shown in Table A-28, most of the minimum lot sizes in the County are an acre. R-8OS has a maximum density of one dwelling unit per 80,000 square feet. The majority of County land that surrounds Marshall is made up of the RA District (98 percent). There are a few areas along the 25/70 bypass that are designated as RB (Retail Business). Madison County designates RB as the district in which retail trade and consumer service uses will expand as the community's and the region's population increases. A large tract of land outside the southeast corner of Marshall is zoned I-D (Industrial). This parcel of land is McCrary Stone Service, Inc. where they do whole brick/stone material building and construction and maintenance services.

A.10 Photo Inventory

This section contains photographs highlighting different areas of Marshall. The inventory was taken around several locations to understand the general character of the Town. This brief inventory provides a "picture" of the existing land use patterns and a reference for future plan updates and revisions. Map A-18 identifies the approximate location of the photographs taken in Marshall.

1



AB Tech Community College-Madison Campus

2



Commercial Business at US 25/70 and NC 213

3



Bridge serving as a driveway on Hayes Run Road

4



Fore Road Neighborhood

5



View of southern entrance to Marshall along US 25/70

6



Southern gateway to Marshall along US 25/70

7



Exit to Business US 25/70 off US 25/70 Bypass

8



Rollins Community along Rollins Road

9



View of the French Broad River from Rollins Neighborhood Park

10



Entrance to the Rollins Neighborhood and Park

11



US 25/70 Business Corridor leading to Downtown

12



Downtown gateway along US 25/70 Business

13



Railroad separating the Downtown and the river

14



Capitola Dam near Downtown

15



Residential along Rector Corner Road

16



Ramsey Road Neighborhood

17



Marshall High Studios – Blannahassett Island

18



Bridge crossing the river into Downtown

19



Facilities on Blannahasset Island

20



Walking trails and open space on Blannahasset Island

21



Downtown Marshall from the east

22



Downtown buildings

23



Bed and breakfast on Hill Street above Downtown

24



Downtown Residence

25



Downtown Marshall from the west side of town

26



Marshall Freewill Community Church

27



Cyclist road racing through Marshall

28



Area identified for potential riverfront park

29



Welcome sign

30



Redmon Road

31



Business US 25/70 split at Walnut Creek Road to bypass

32



Redmon Dam

33



French Broad River looking towards the Little Pine Road

34



NCDOT Facility between US 25/70 and Business US

35



Davis Chapel Neighborhood adjacent to US 25/70 Bypass

36



Madison High School

37



Older shopping center along bypass

38



New grocery store along bypass

39



US 25/70 Bypass

40



Hayes Run Road and Smith Hollow Road split

41



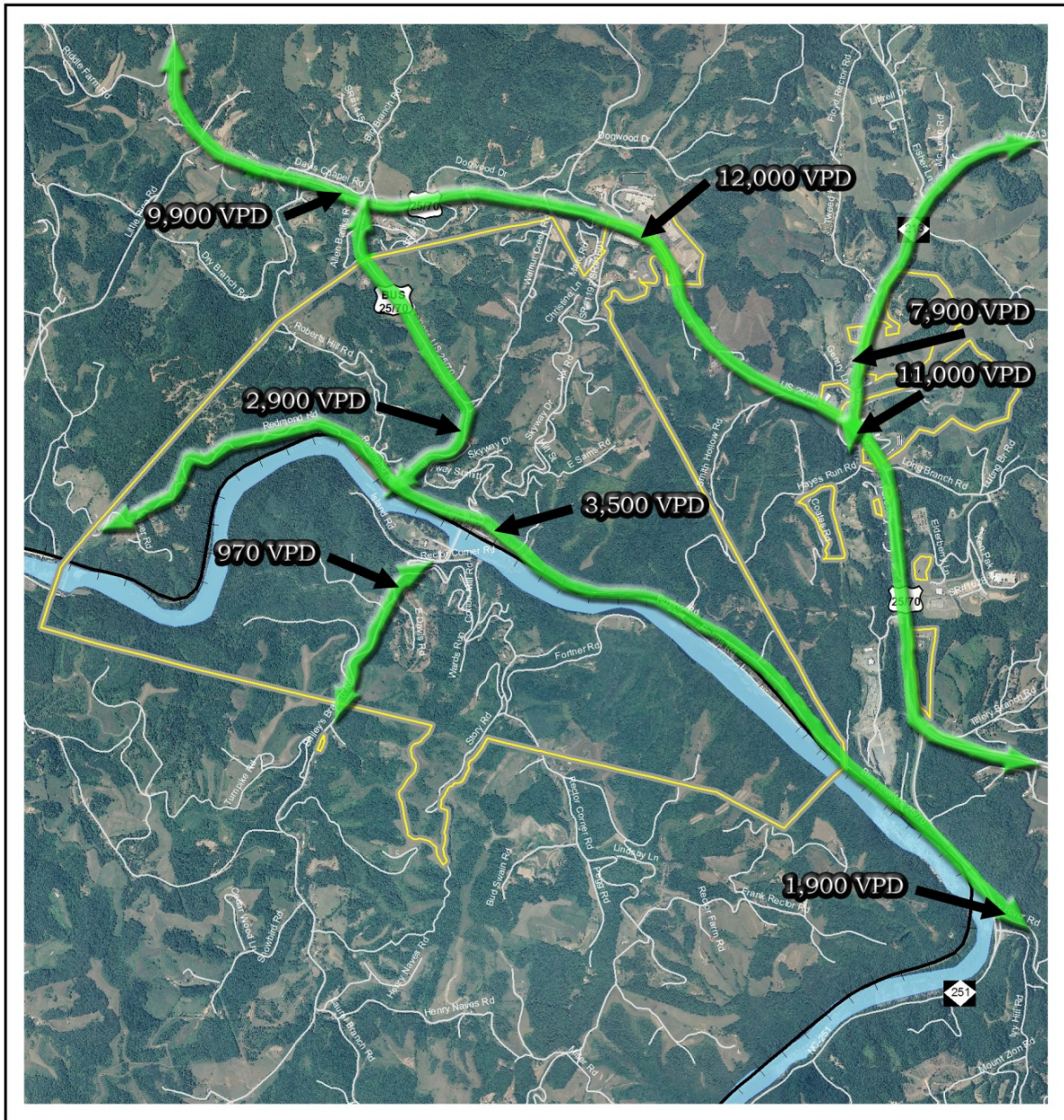
View of underutilized Skyway Park

42



View of mountains and pasture from Skyway Drive






Map A-2: Major Transportation Routes



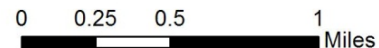
Town of Marshall, NC

Major Transportation Routes

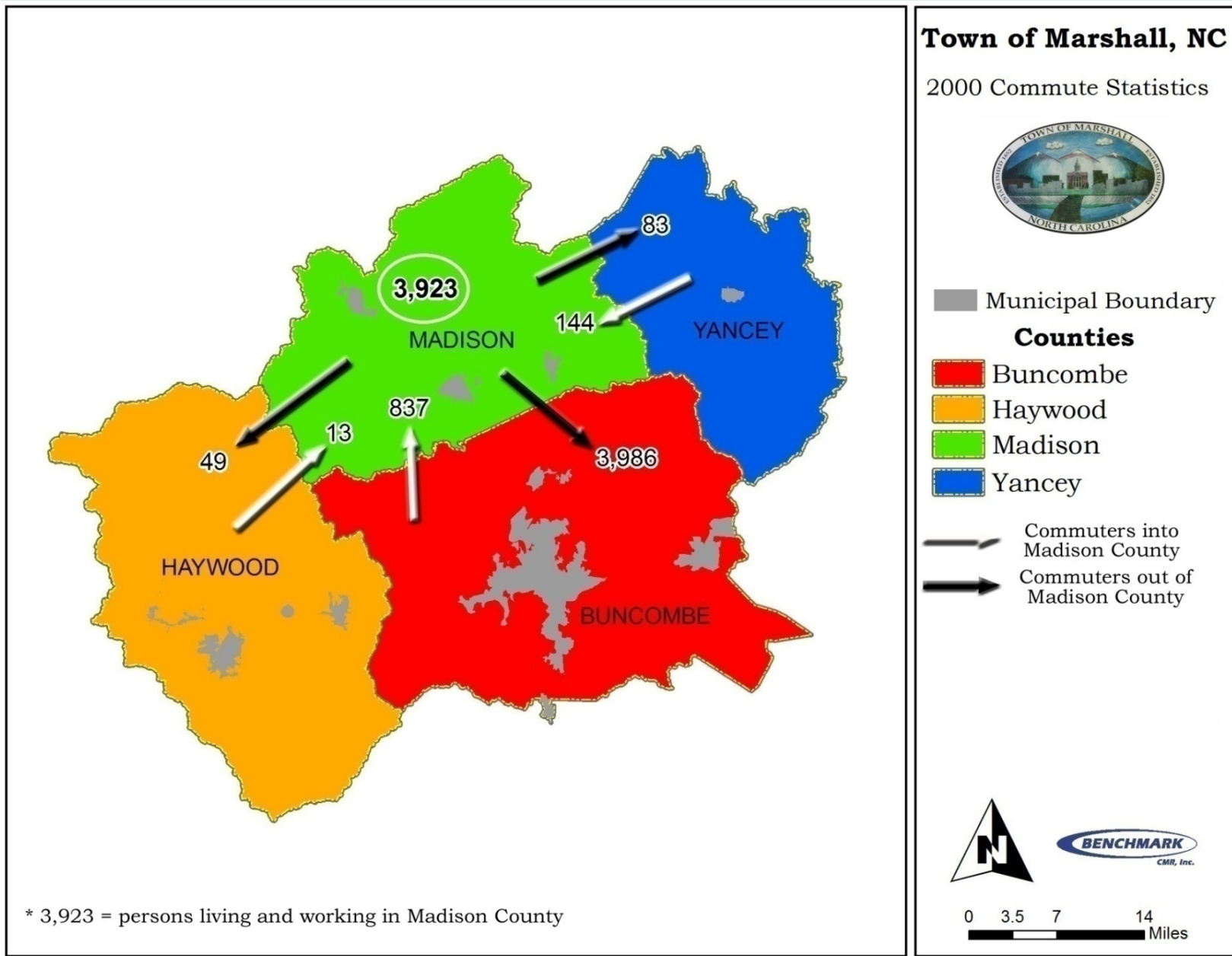


-  Town Limits
-  Roads
-  Norfolk Southern Railroad
-  French Broad River
-  Major Transportation Routes

9,900 VPD = NCDOT Traffic Volume (2007)

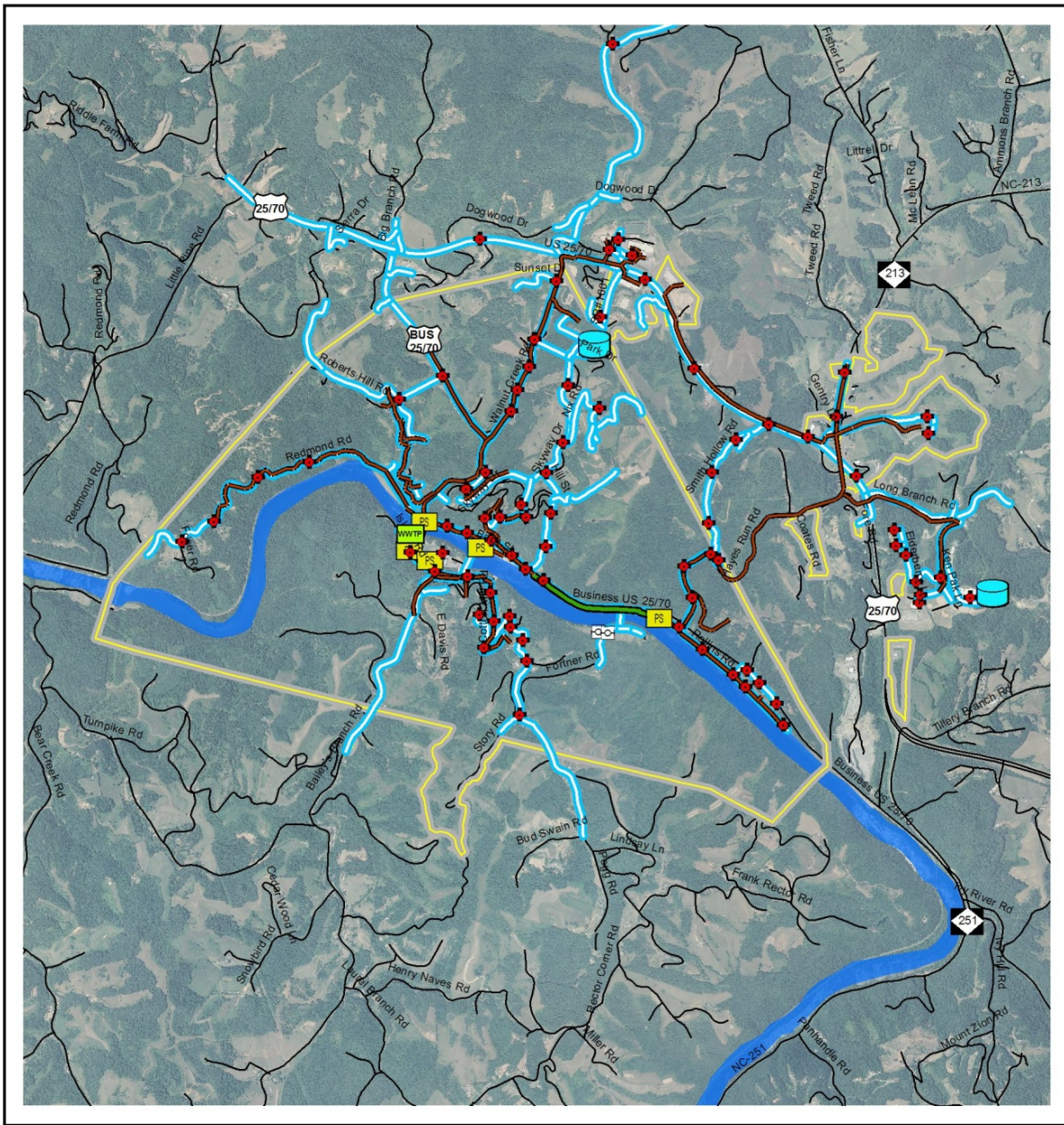


Map A-3: Commuting Patterns



* 3,923 = persons living and working in Madison County

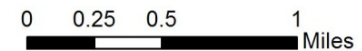
Map A-4: Water & Sewer Lines



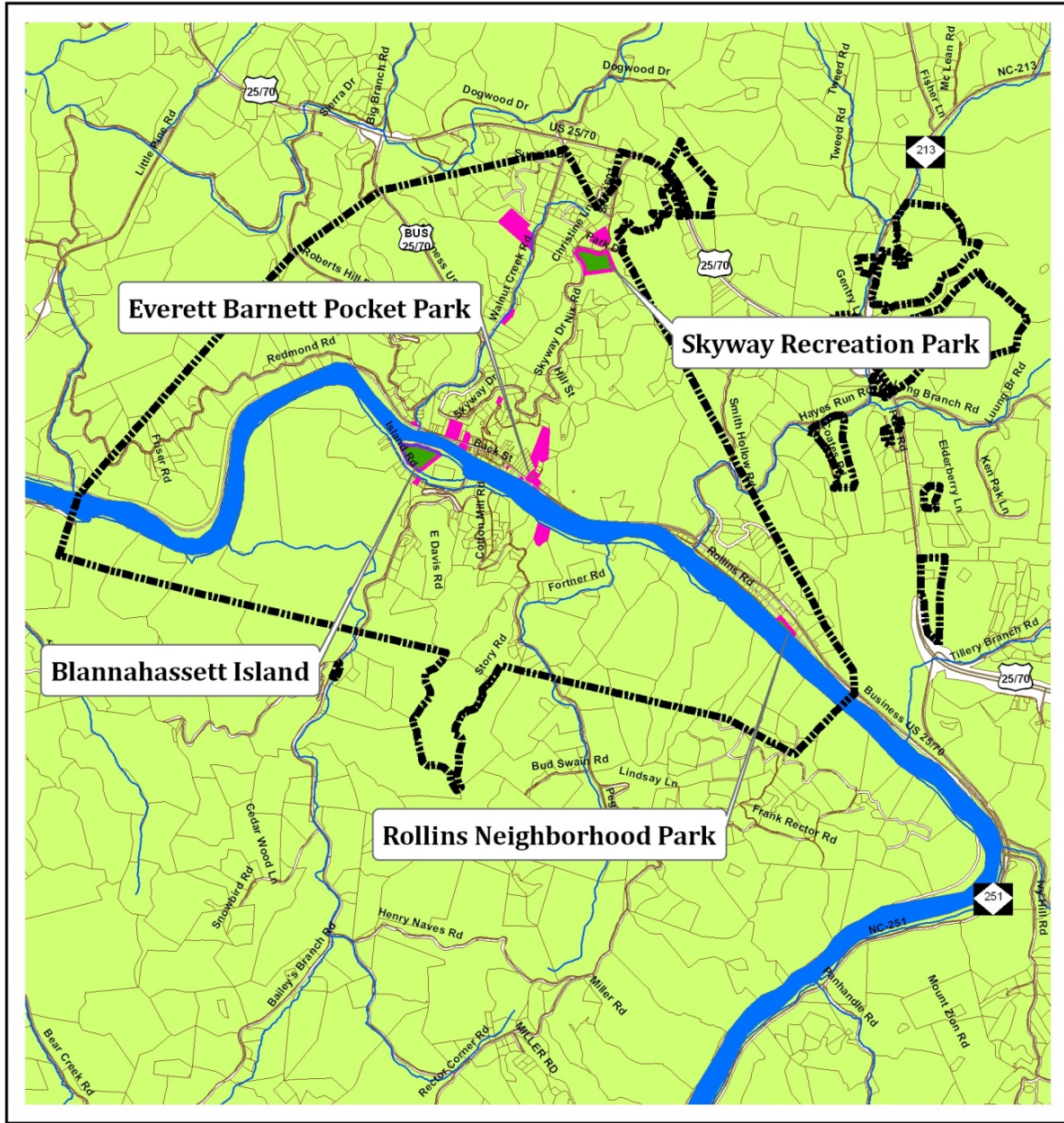
Town of Marshall, NC Water and Sewer Lines



- Town Limits
- Roads
- French Broad River
- Hydrants
- Water Tanks
- Wells
- Wastewater Treatment Plant
- Pump Stations
- Force Mains
- Sewer Pipes
- Water Lines



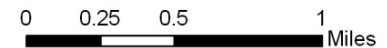
Map A-5: Community Facilities



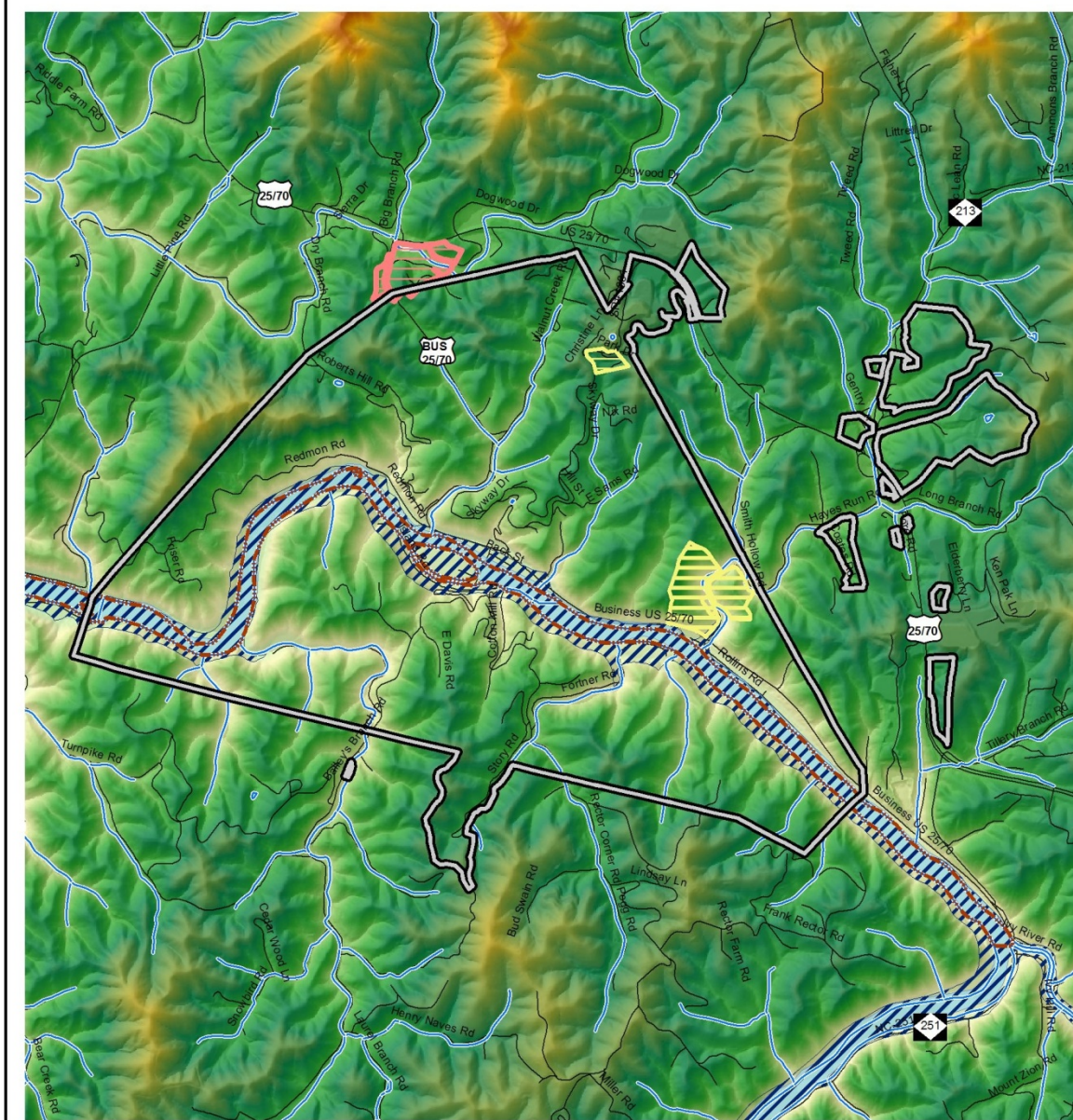
Town of Marshall, NC
Community Facilities



- Town Limits
- Parcels
- Marshall Parks
- Town Owned Properties
- French Broad River
- Streams
- Roads



Map A-6: Natural Resources

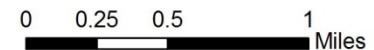
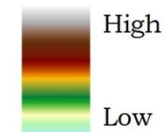


Town of Marshall, NC
Natural Resources

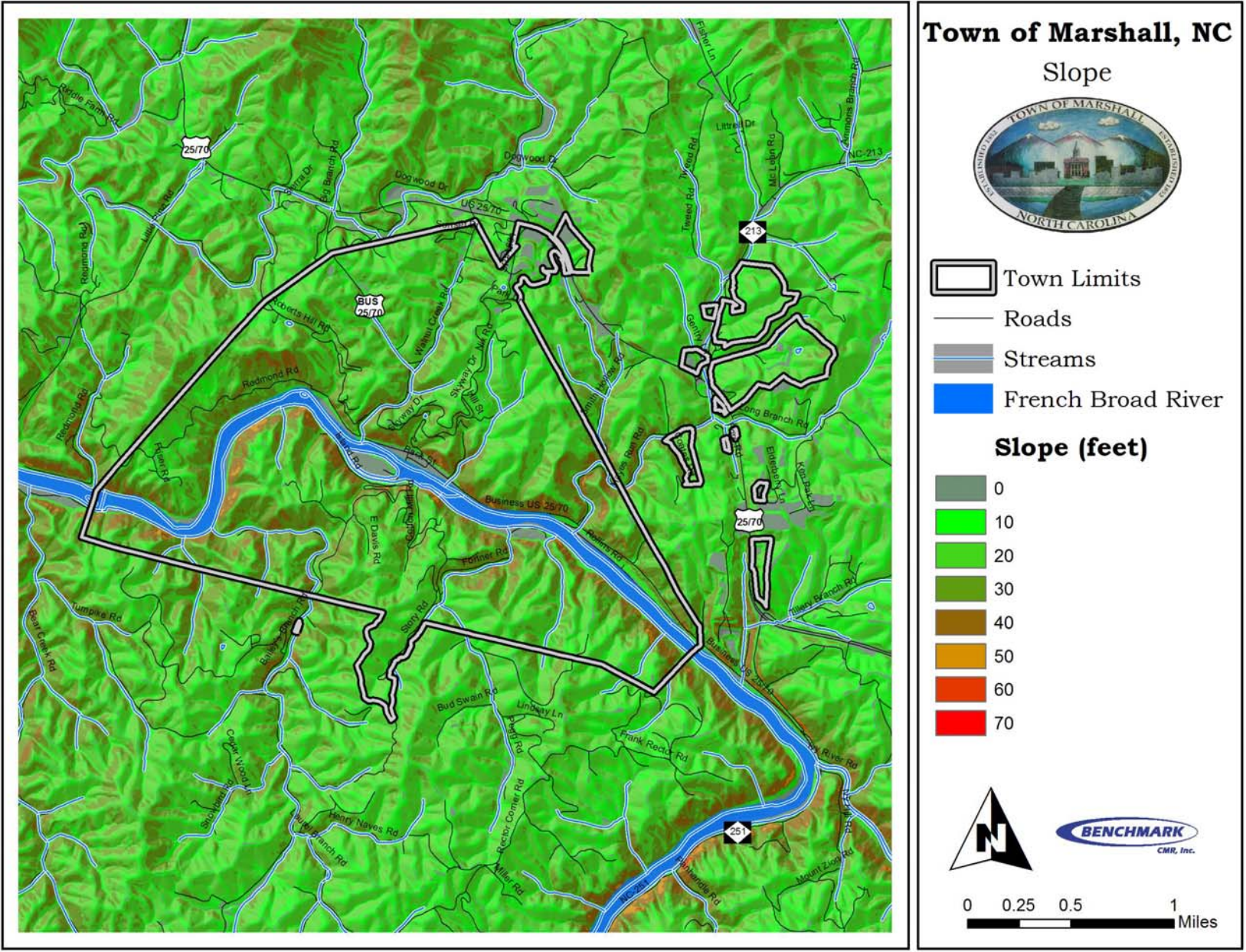


-  Town Limits
-  Roads
-  French Broad River
-  Streams
-  Lands Managed for Conservation and Open Space
-  State Owned Land
-  Sig. natural heritage area
-  Floodplain

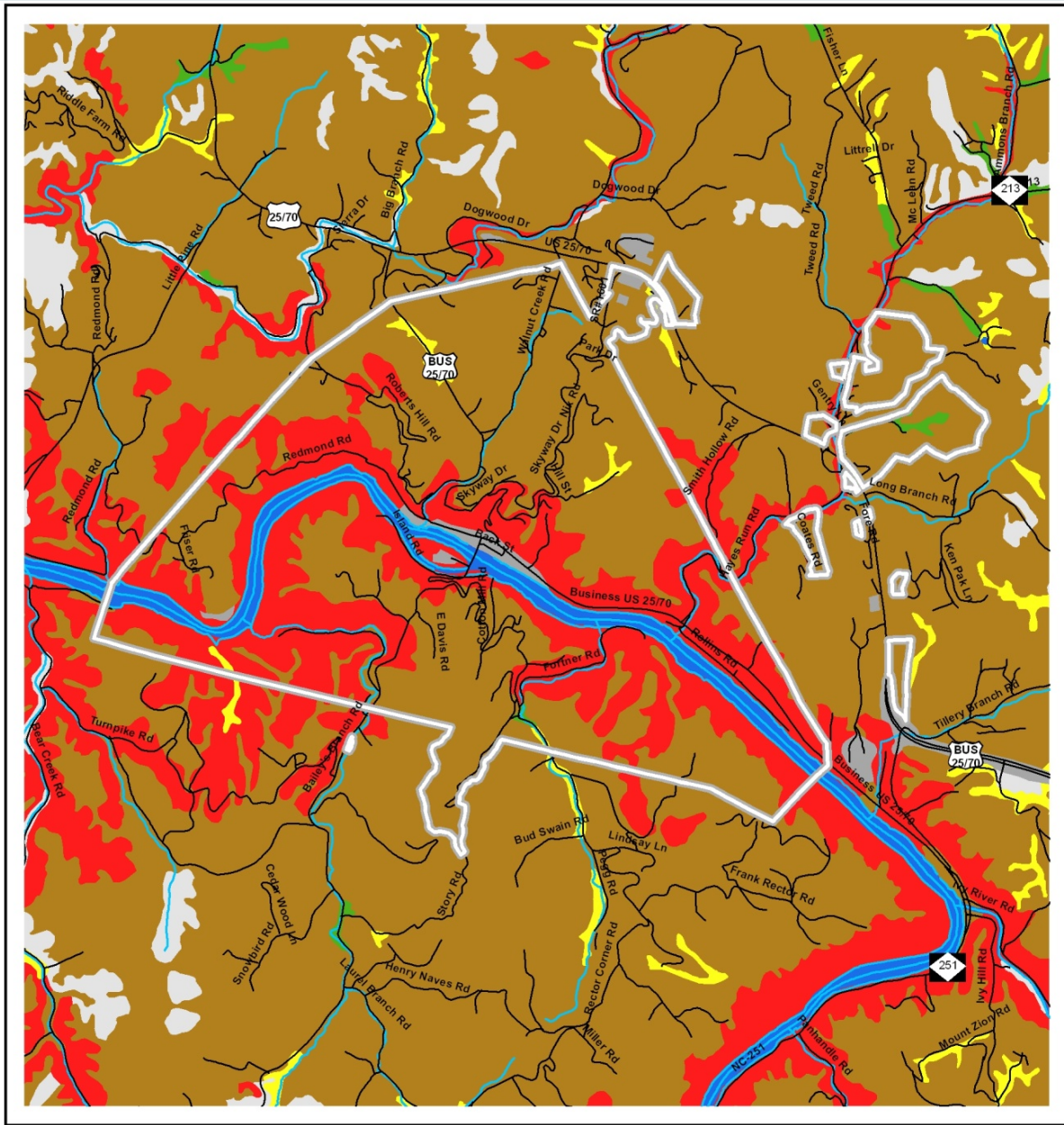
Elevation



Map A-7: Slope



Map A-8: Soil Suitability

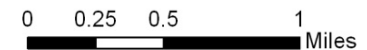


Town of Marshall, NC

Soil Suitability for Urban Development



- Town Limits
- Roads
- Streams
- Soil Types**
- Soils Not in Study Area
- No Data
- Well Suited
- Suited
- Unsuitable
- Poor
- French Broad River



Map A-9: National Register District

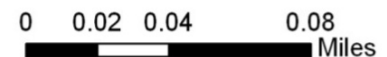


Town of Marshall, NC

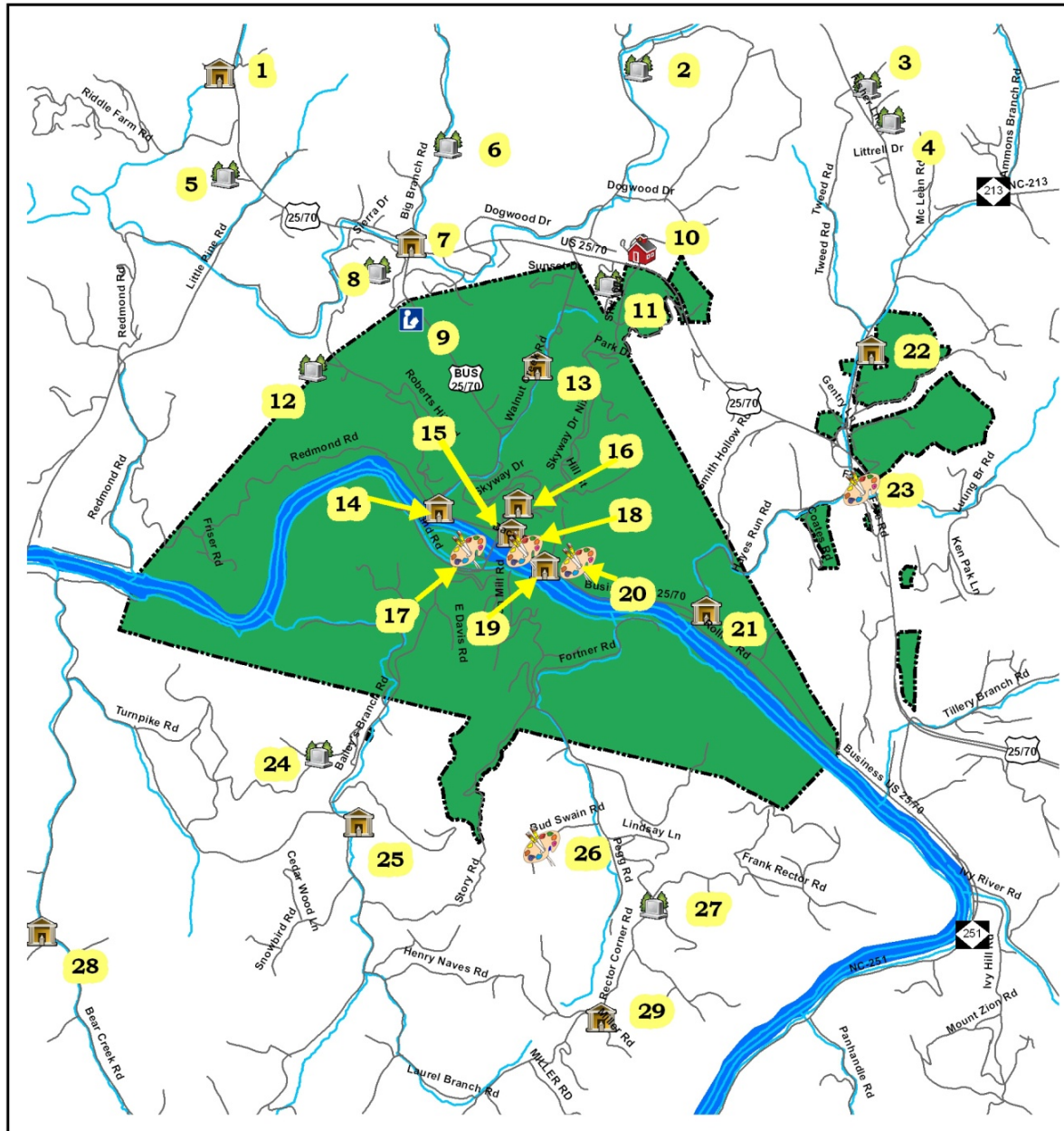
Historic Downtown Properties



-  **Historic District**
-  **Parcels**
-  **Contributing**
-  **Non-Contributing**
-  **Vacant**



Map A-10: Cultural Resources

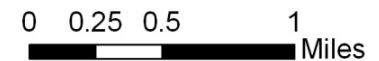


Town of Marshall, NC

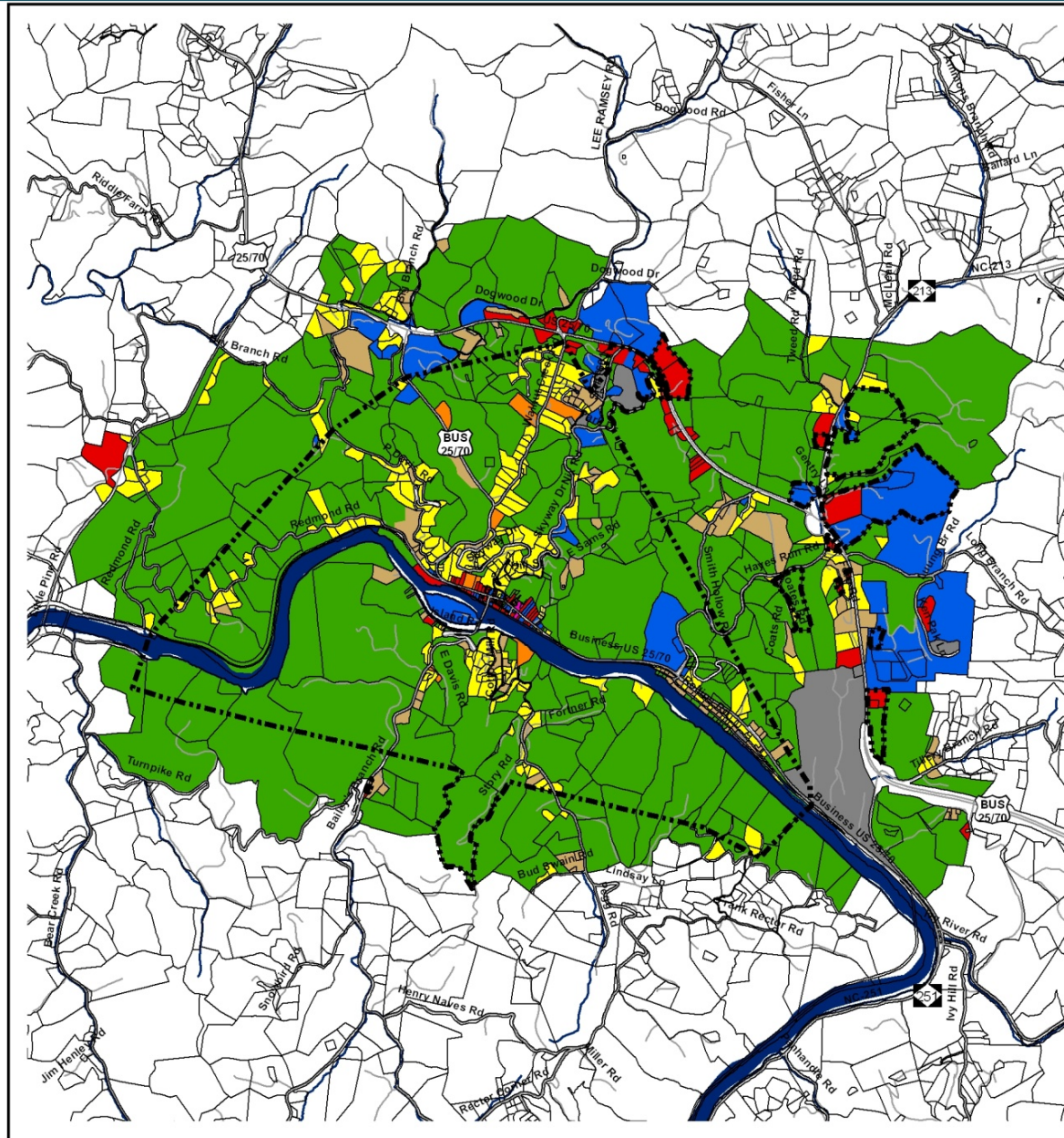
Cultural Resources



- Town Limits
- French Broad River
- Roads
- Streams
- Cultural Resources**
- Art Studios
- Cemeteries
- Religious Institutions
- Libraries
- Public Schools
- Identification Numbers



Map A-II: Existing Land Use



Town of Marshall, NC

Existing Land Use

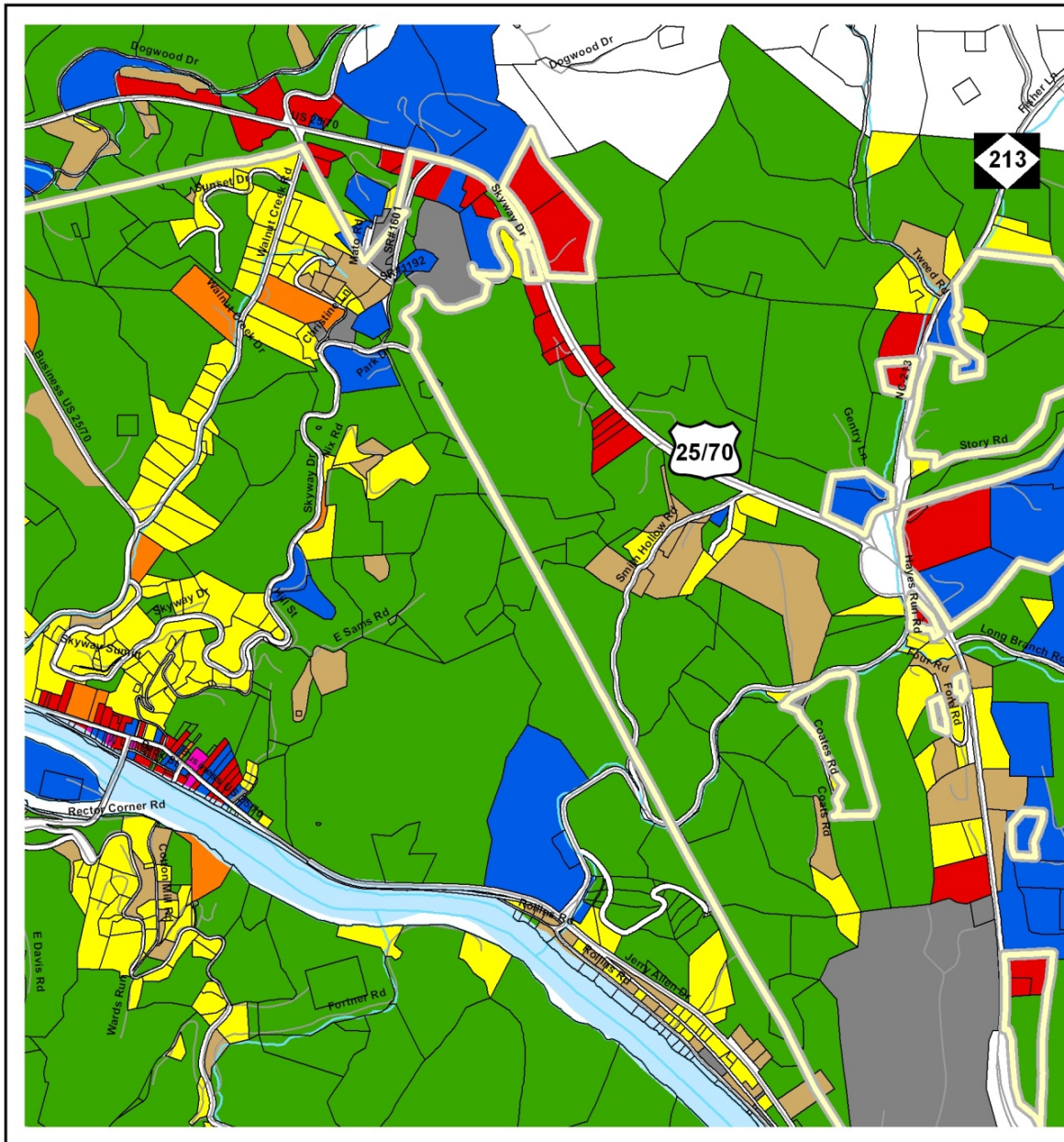


-  **Town Limits**
-  **Parcels**
-  **French Broad River**
-  **Streams**
-  **Roads**
- Existing Land Use**
-  **Civic/Institutional**
-  **Commercial**
-  **Farmland/Forested/Vacant**
-  **Industrial**
-  **Mixed Use**
-  **Single-Family Residential**
-  **Mobile Homes**
-  **Multi-Family Residential**



0 0.25 0.5 1 Miles

Map A-12: Existing Land Use on Bypass

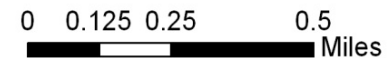


Town of Marshall, NC

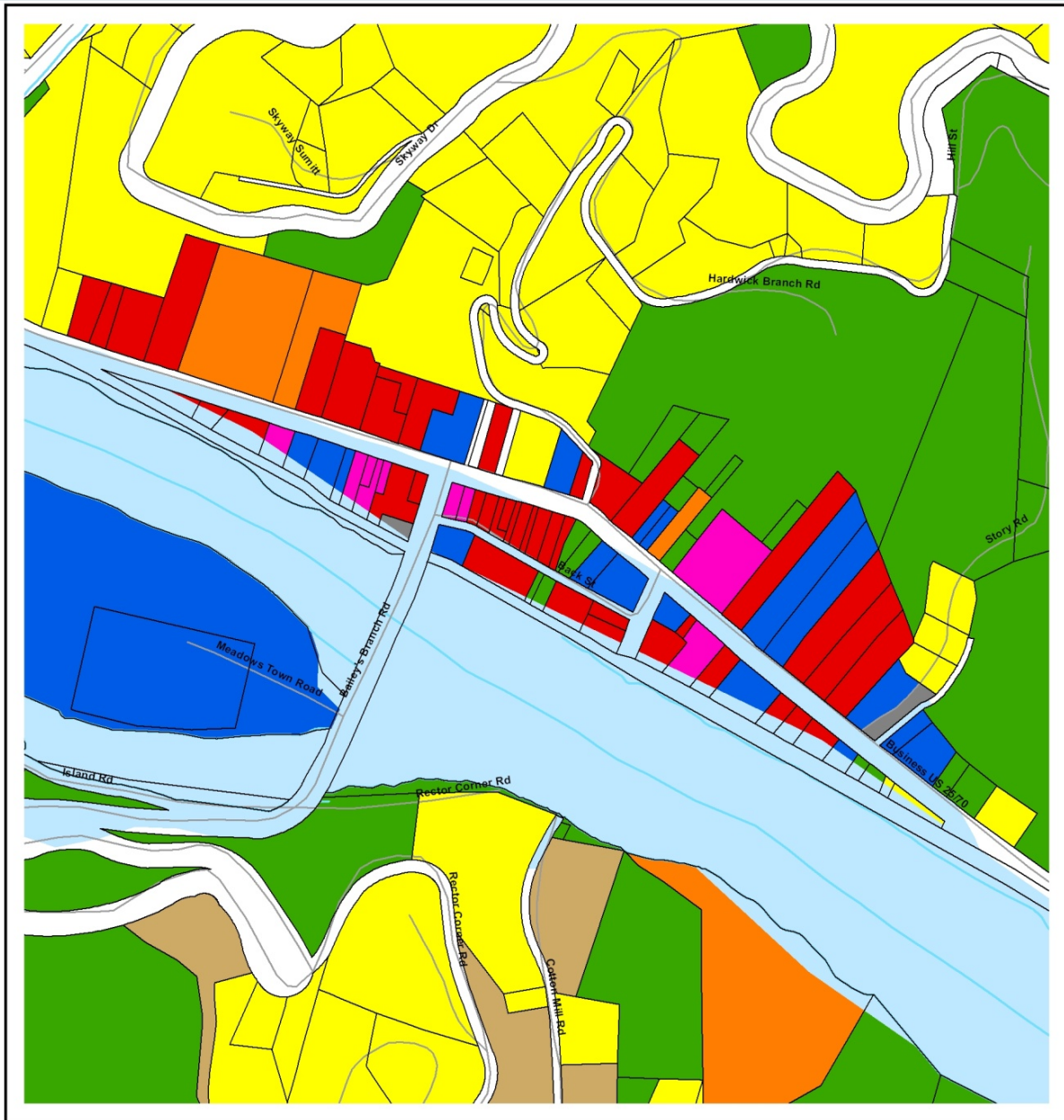
Bypass Land Use



- Town Limits
- 1 mi from Corporate Limits
- Parcels
- Roads
- Streams
- French Broad River
- Existing Land Use**
- Civic/Institutional
- Commercial
- Farmland/Forested/Vacant
- Industrial
- Mixed Use
- Single-Family Residential
- Mobile Homes
- Multi-Family Residential



Map A-13: Existing Land Use in Downtown

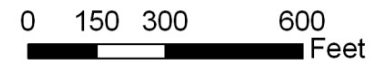


Town of Marshall, NC

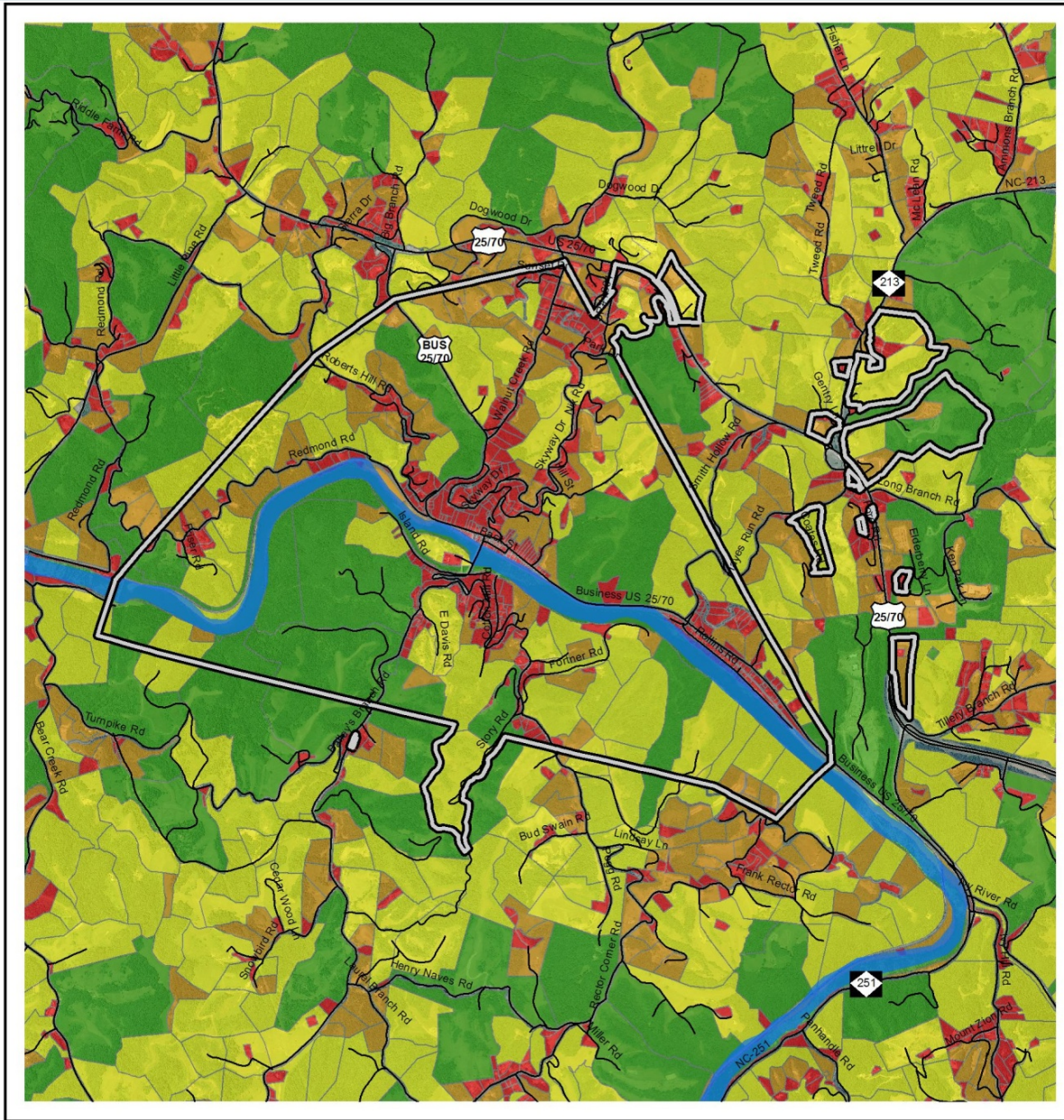
Downtown Land Use



- Parcels
- Roads
- Streams
- French Broad River
- ExistingLandUse
- Civic/Institutional
- Commercial
- Farmland/Forested/Vacant
- Industrial
- Mixed Use
- Single-Family Residential
- Mobile Homes
- Multi-Family Residential




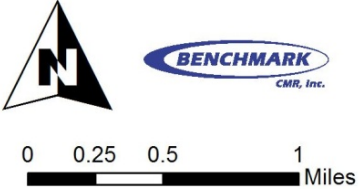
Map A-14: Land Subdivision



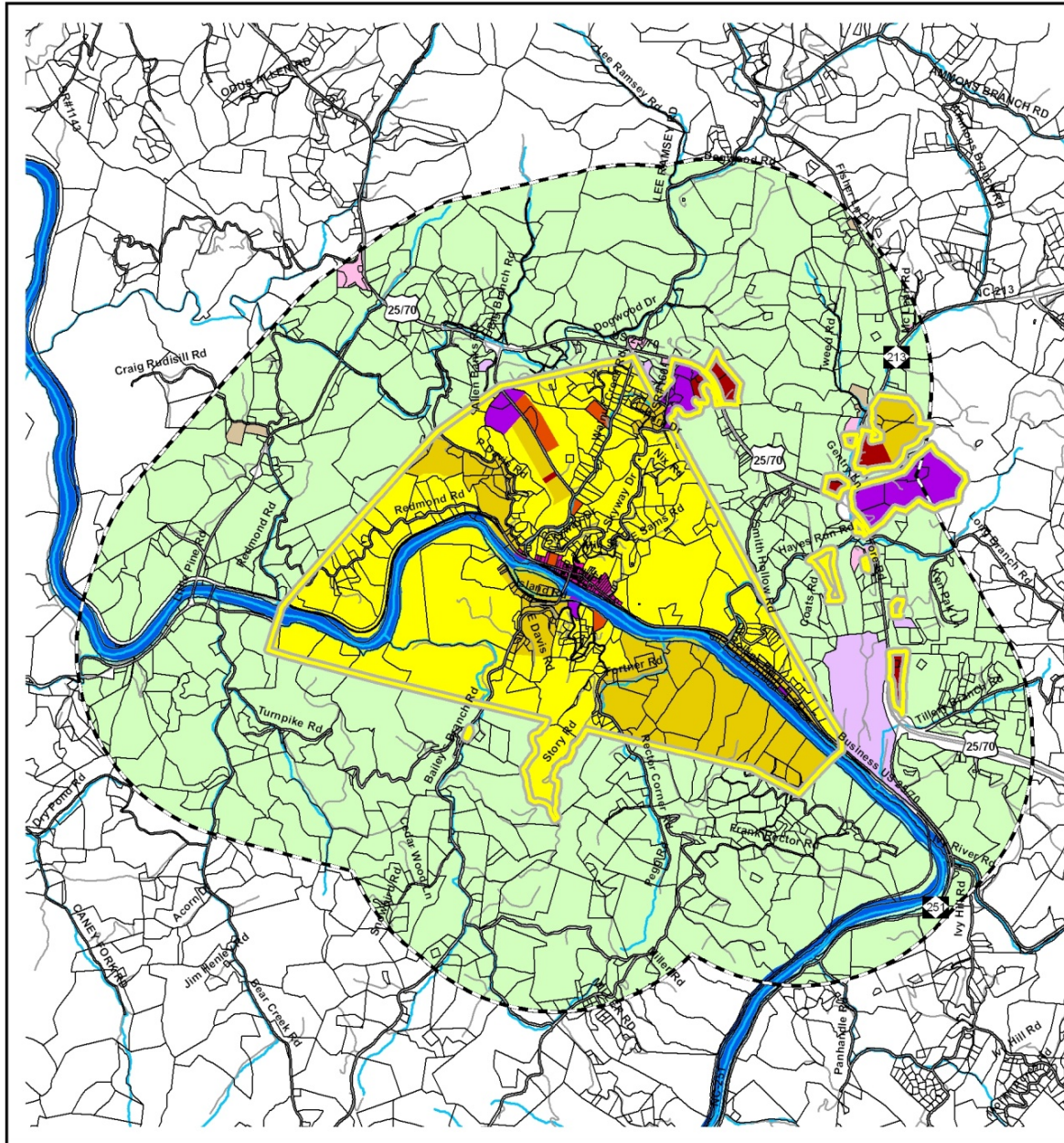
Town of Marshall, NC
Land Subdivision



-  Town Limits
 -  Roads
 -  French Broad River
- Parcel Size**
-  Less than 3 acres
 -  3 to 10 acres
 -  10 to 50 acres
 -  50 acres of greater



Map A-15: Zoning Map

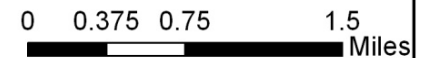


Town of Marshall, NC

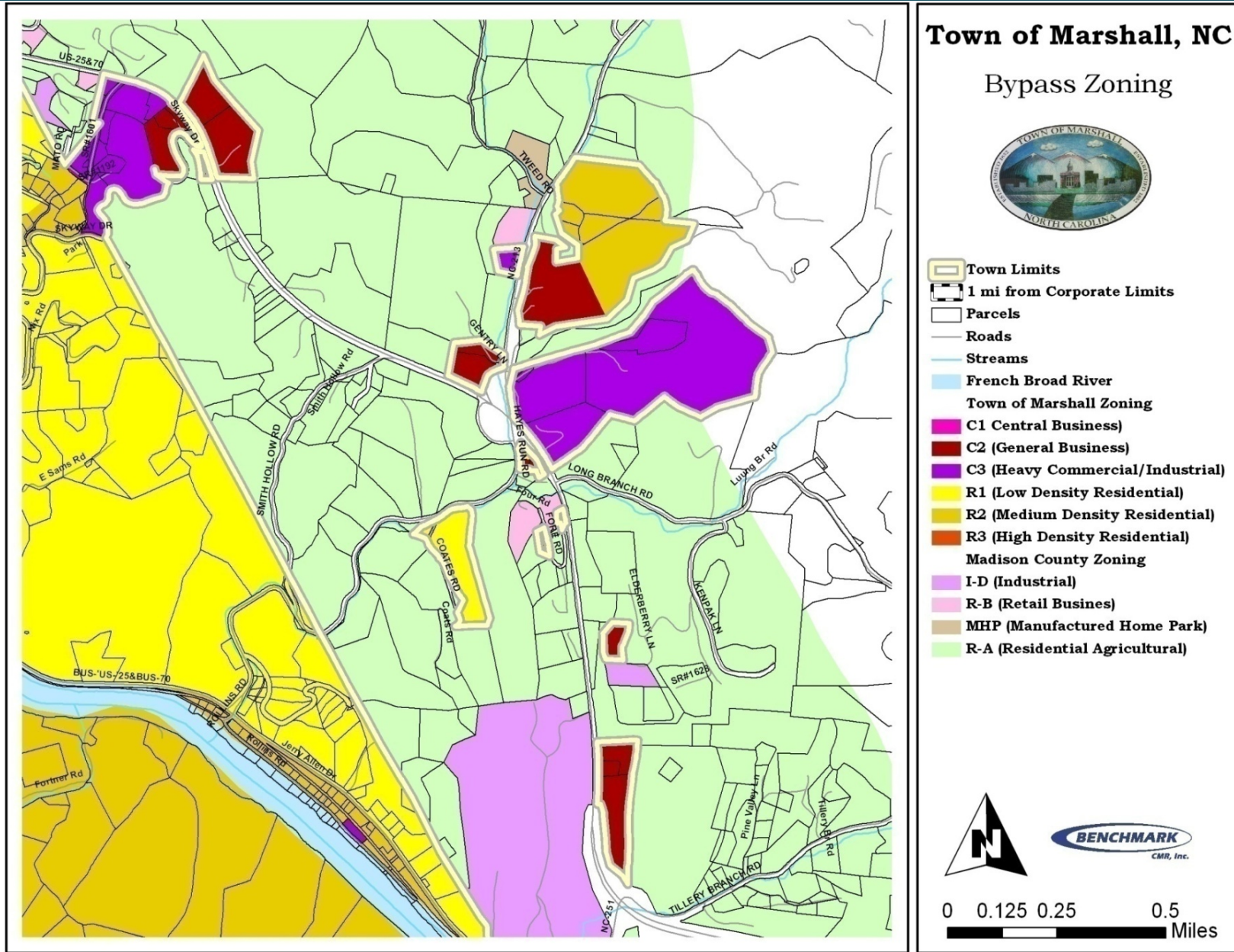
Zoning Map



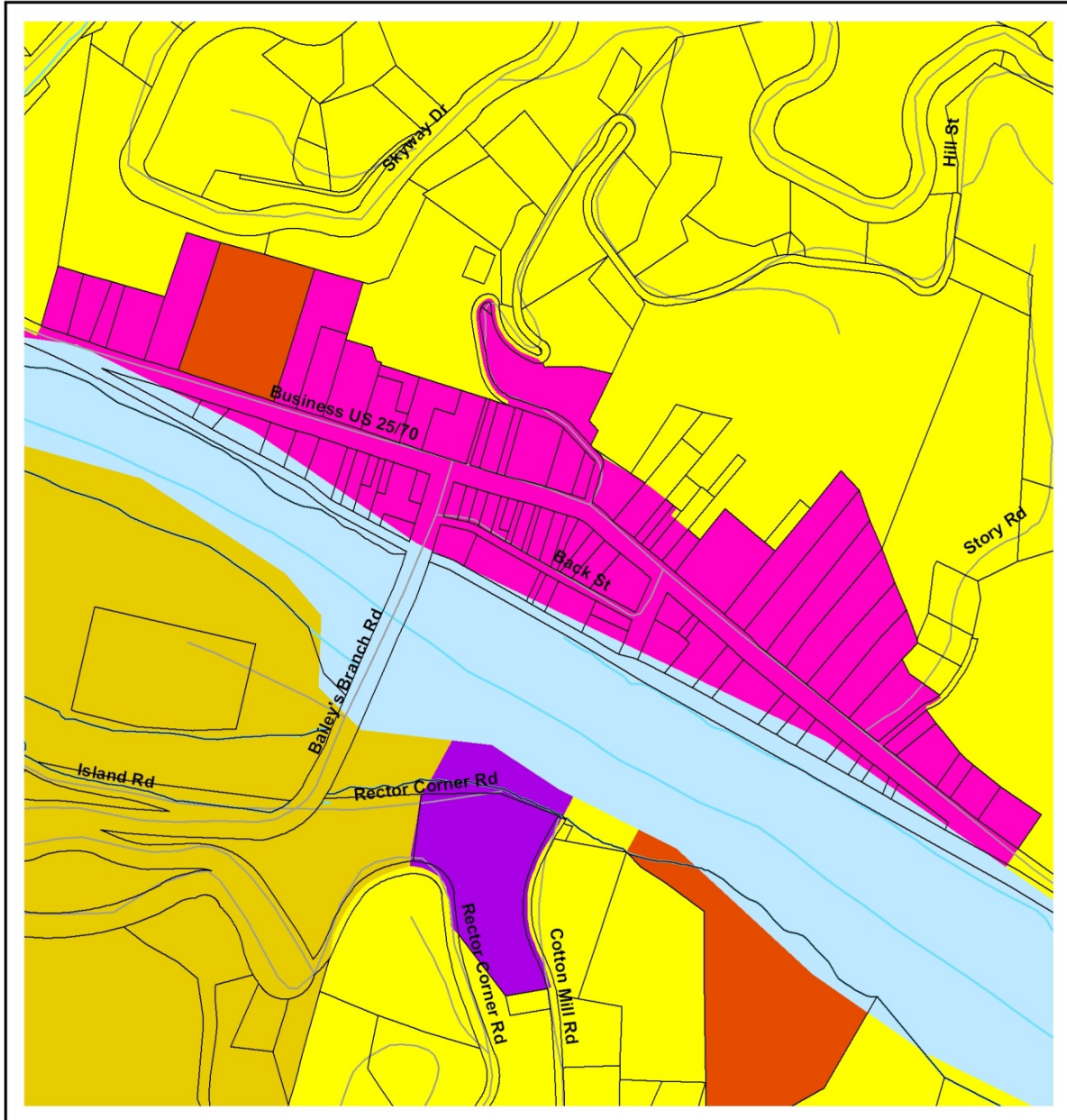
- Town Limits**
- 1 mi from Corporate Limits**
- Parcels**
- Roads**
- rivers_gnis_names**
- Streams**
- French Broad River**
- Madison County Zoning**
- I-D**
- R-B**
- MHP**
- R-A**
- Town of Marshall Zoning**
- C1**
- C2**
- C3**
- R1**
- R2**
- R3**



Map A-16: Zoning on Bypass



Map A-17: Zoning in Downtown

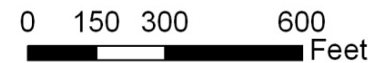


Town of Marshall, NC

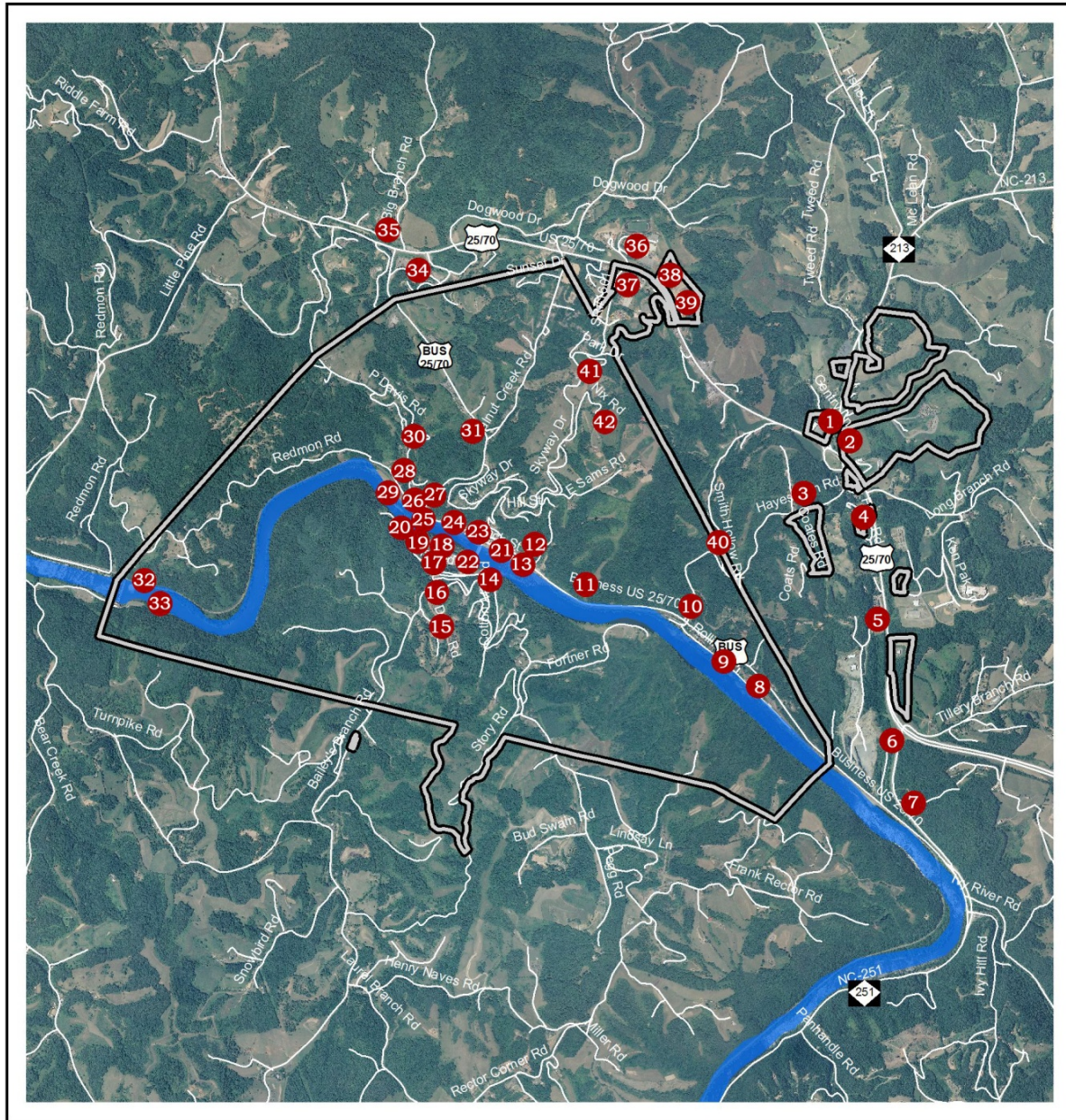
Downtown Zoning



- Parcels
- Roads
- Streams
- French Broad River
- C1
- C2
- C3
- R1
- R2
- R3






Map A-18: Photo Tour Map

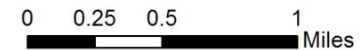


Town of Marshall, NC

Photo Tour



-  Town Limits
-  Roads
-  French Broad River
-  Photo Locations





B.1 Introduction

A few of the key ingredients in a “recipe” to improve a downtown area include long-term commitment, consistent leadership and hard work. Marshall has been moving towards the development of these elements over the past ten years as plans and some renovation projects have been completed. However, much more action is needed to improve all aspects of the downtown. In the 1980s the National Trust for Historic Preservation created a pilot program and established the National Main Street Center to help downtowns across the nation. Six states and thirty communities were selected, including North Carolina. They discovered “four points” that were a common thread throughout the initial cities. Today over 43 states and over 1600 communities have a “main street” program and are using those “four points,” which are now called the “Four Point” Approach. The Four Point Approach is utilized to organize the recommendations.

The four points include organization, promotion, design and economic restructuring as defined in more detail below.

- **Organization** establishes consensus and cooperation by building partnerships among the various groups that have a stake in downtown. This will allow the revitalization program to provide effective, ongoing management and advocacy of the downtown. Diverse groups from the public and private sectors (the city and county, local bankers, merchants, the chamber of commerce, property owners, community leaders and others) must work together to create and maintain a successful program.
- **Promotion** takes many forms, but the aim is to create a positive image of downtown in order to rekindle community pride in the Downtown. Promotion seeks to improve retail sales, events and festivals and to create a positive image of the downtown in order to attract investors, developers, and new businesses. Promotions also strive to educate the general public on what products and services downtown has available.
- **Design** takes advantage of the visual opportunities inherent in downtown by directing attention to all its physical elements: public and private buildings, storefronts, signs, public spaces, landscaping, merchandising, displays and promotional materials. Its aim is to stress the importance of design quality in all these areas, to educate people about design quality, to expedite design improvements in the downtown and seek to utilize the basic principles of good urban design.
- **Economic Restructuring** strengthens downtown’s existing economic assets while diversifying its economic base. Restructuring is accomplished by retaining and expanding existing businesses, recruiting new businesses to provide a balanced commercial mix, converting unused or underutilized space into productive property and sharpening the competitiveness and

merchandising skills of downtown business people. The word "Restructuring" is an important term, as it accepts that a "new" downtown, while economically viable, will likely be different than what downtown once was.

B.2 Organization

In order to effectively implement the Town's action plans for downtown development, it is vital that a professionally staffed organization be put into place in Marshall. NC STEP is currently providing funding through August of 2010 to help the Development Association of Marshall start-up. A part-time downtown coordinator has been hired to facilitate this process. As the organization forms and future funding mechanisms are pursued, there are several different structures that communities employ in order to keep their organizations functioning. These include:

- **Town led organization - A downtown development office within town hall.** In this scenario, the town actually employs a staff or staff person, who is responsible for carrying-out the town's downtown development plans. One advantage of this approach is the fact that the full resources of the town can easily be brought to bear on the development process. However, the disadvantage of this is the potential for politicizing the process, or more frequently, the appearance of politicizing the process. This can have a very polarizing effect and can make it difficult to achieve desired outcomes. While this person must always work with the town, it may be necessary at times to take positions that differ from other town staff. Working on "private" development projects, can also pose legal or public perception concerns for a town staff member.
- **A private, non-profit led organization.** Many communities prefer to house their downtown development operation in a free-standing, non-profit organization. This creates the advantage of separating the development process from the political process, thus allowing for a more independent operation. However, it is imperative to put in place a funding mechanism that will provide adequate financial resources for the organization. Sources of funding can include membership dues, grants or the creation of a Business Improvement District (BID) or Municipal Service District (MSD) in which a special property tax is applied to all real estate within a specified area, with the resulting funds going towards the operation of the organization. This type of organization often provides additional services to the area, services that are "above and beyond" those services typically provided by the town – such as decorative lighting and streetscape improvements, detailed cleaning and additional security. These additional funds are not intended to replace existing town funding for normal operations, repairs or improvements.
- **Non-Profit led with public support.** This would be similar to the completely non-profit led organization; however, the Town would provide significant support by assigning (contributing) a staff person who would follow the work plan produced by the directors of the non-profit or by providing cash funding equal to the salary of the employee.

Organizational Recommendations

The Town of Marshall may find it most feasible to follow the ***Non-Profit led with public support*** model. The Town should continue to support the forming of the Development Association of Marshall and consider supporting the effort long-term with the funding of a downtown development staff that would provide the necessary technical support and leadership to the organization. It is anticipated that the Development Association of Marshall will be established as a 501(c)(3) organization under the IRS Code later this year or the first part of next year. This will be a great advantage, as the designation allows for the acceptance of “charitable” contributions which are tax deductible for the donor. It can be difficult to obtain this designation for new organizations; however, with Marshall’s dedication to downtown development and its involvement in the NC STEP should help with achieving this status.

As the Development Association of Marshall is forming it will be important to allow a board of directors to be put in place that represents diverse interests in downtown, such as business owners, concerned citizens, arts community, banking/finance, real estate, downtown residents and other such individuals representing groups that can lend expertise in a particular area.

Funding may come primarily from the Town (staff and monetary initially), and should be supplemented by membership dues. However, the amount of the dues should be kept to a nominal amount, as the purpose of the membership is to create a sense of “buy-in” and ownership of the organization, its mission and activities.

Over time, the Town may consider in addition to the 501(c)(3) organization, a new 501(c)(6) organization, which would then be merged with the existing 501(c)(3) organization. This allows the two organizations to operate as one (in the public’s eye), but provides the benefit of both tax status types. This multi-organizational approach is currently becoming much more common within the downtown development industry. An example of this can be found in downtown Greensboro, which operates three organizations: downtown Greensboro Inc. – the lead organization which is a 501(c)(6), the downtown Greensboro Foundation which is a 501(c)(3) and the downtown Greensboro Improvement Corporation which manages the MSD funds and is a 501(c)(4). Each of these organizations has the same Board of Directors administered with the assistance of the same staff. Both Raleigh and Durham also utilize similar approaches.

The chart below summarizes the characteristics of 501(c)(3) organizations versus 501(c)(6) organizations. From these requirements, suggestions of potential roles for each become clearer.

Table B-1: Comparison of 501(c)(3) and (6) Status

501(c)(3)	501(c)(6)
Organizational requirement	No requirement (or less stringent)
Assets must be dedicated to charitable purposes	No requirement to dedicate assets
Social activities must be insubstantial	Social activity may be anything less than "primary"
Legislative activity must be insubstantial, or <20% if election made	No limit on legislative activity as long as it furthers the exempt purpose; legislative expenditures may limit the deductibility of dues
Absolute prohibition against political activity	Political activity permitted, but taxed
Must serve public purposes	Can serve the business purposes of the members
Donations are deductible as charitable contributions by donors on their tax returns	Donations not deductible as charitable contributions - businesses sometimes deduct as advertising; dues may be deductible as business expense
Eligible for low cost non-profit bulk mailing permit	Not eligible for lowest bulk mail rates
Must take care to generate enough public support to avoid classification as a private foundation	Not an issue under (c)(6)
Exempt from Federal income tax unless the organization has unrelated business income	Exempt from Federal income tax unless the organization has unrelated business income

B.3 Promotions

As stated earlier, Promotion takes many forms, but the aim is to create a positive image of downtown in order to rekindle community pride in the downtown. Promotion seeks to improve retail sales events and festivals and to create a positive image of the downtown in order to attract investors, developers, and new businesses. Once the organization piece is fully established and focused on moving downtown forward, the Organization can begin to focus on additional events and activities to promote downtown Marshall.

Community awareness of the downtown can be enhanced through the following:

- Special Events
- Advertising Campaigns
- Window Displays
- Overall Image Building (Branding)

There are three basic categories to be improved upon within downtown Marshall:

- Image Promotion
- Retail Promotion
- Special Event Promotion

Image Promotion can consist of:

- What does your downtown look like?
- What type of a “feeling” do you want to promote in your downtown?

Retail Promotion can involve:

- A voluntary effort by a majority of merchants to adopt an advertising format.
- Establish downtown as a Shopping Destination!
- A “Buy Local” campaign

Special Event Promotion can improve the community attitude and establishes downtown as a welcoming location – basic actions include:

- Holiday Events
- Craft Shows
- Parades and Fairs

Promotions Recommendations

A promotions and marketing committee under the new Development Association of Marshall can be formed to develop a promotions strategy for each year - addressing events and marketing. Existing events such as the French Broad Friday's every second Friday, should be built upon – creating additional reasons for people to come downtown. The events will become activities that people will look forward to each year. Events should be planned and structured around the “ebb and flow” of the overall community. When are people in town to visit? When are people on vacation? When are folks most likely to shop? The promotions and marketing committee will need to talk through these issues and develop an overall plan of events and activities for the year.

It will be important to plan events around holidays to connect with the consumer's overall shopping and buying habits. For example, holding a “Spring Night Out” the Friday and/or Saturday before Mother's Day may promote retail opportunities for downtown business as well as draw attention to downtown in general. The spring event could have a car show as part of the activities as well. A “Family Night Out” or “Kids Night Out” around back to school time could be a possible event. The events should offer activities centered on the theme. For example, the “Kids Night Out” may have an area set up with “bounce houses” for kids to enjoy. This may not be a big retail night for merchants, but it will get young families downtown to expose them to downtown and what it offers.

Another recommendation will be for business owners to consider joint marketing and promotional efforts, especially target marketing toward any areas with significant numbers of employees or residents.

B.4 Design

Design plays a critical role in the overall image of downtown. Are the streets clean? Are the building facades attractive? Are window displays inviting? Are the sidewalks in good repair? Are there street trees? Do pedestrians feel safe walking in the downtown? Do buildings front the street versus a large setback?

All of these elements and more make up the physical design and layout of the downtown. Downtown Marshall does have some features that reflect good design; however, there is opportunity to improve existing physical elements and plan for new development that will reflect a well-thought out development pattern and quality urban design.

Design Recommendations

Existing Buildings

- First encourage quality maintenance (Repair broken windows, repaint peeling paint, replace torn or faded awnings, replace outdated signs, etc.)
- Encourage improvements that are in keeping with the basic architectural style.
- Conduct a building audit to note any problems, opportunities for improvement

New Infill / Future Development

- Develop clear urban design guidelines for new development that respects the historic character of the Town and adjacent buildings and sites.
- Overall design, future development and detailed development patterns need to be addressed – specific sites need to be identified for specific uses, both public and private

Streetscape

- Consider preparing a detailed streetscape plan to incorporate landscaping, improved pedestrian access and safety and overall appearance of downtown.
- Continue to encourage and support "Sidewalk Cafe" seating.
- Keep it "Clean & Safe" and fresh.

Signage

- Develop a "Good Signage" program. (Pattern Book)
- Downtown businesses need both pedestrian and vehicular signage, allow for both.
- Provide for wayfinding signs to downtown and to major downtown destinations.
- Work with Town and DOT on good sign placement
- Allow for creativity and artistic signage. (Downtowns are eclectic and its signage should be also)

Design Guidelines

- Develop clear Design/Development Guidelines for downtown as part of future ordinance amendments.
- Continue to encourage multi-use buildings and upper story residential
- Continue to encourage "build-to" or "zero" line vs. "setbacks".
- Place parking within or behind buildings.
- Promote mixed-use or residential use facing or within public space(s) to allow "eyes on the street" and for 24 hour activity.
- Integrate "Private" (Tax Paying) development within "Public" projects.
- Provide for integration of Art within streetscape, parks, signage, buildings, etc, as proposed in streetscape plan.
- Make sure all buildings have an inviting street front (public face), with entrances, windows, architectural features toward the street.
- Be careful with the design of plazas and/or courtyards. Make sure the size and scale are appropriate and that the space is "programmed for use" and does not become a deserted space. This is also true of downtown parks. They should be in scale to the size of the downtown and surrounded by uses which will "activate" the park.
- Keep in mind, when writing design standards for downtown, that the downtown environment is different in lot size, scale, function and image from suburban sites.

B.5 Economic Restructuring-Market Analysis

Revitalizing historic downtown buildings and attracting new stores is largely dependent upon the market potential and appropriate mix of residential activity, office environment, and incentives for redevelopment, such as tax credits and façade redevelopment grants. In planning an economic restructuring strategy, a thorough market analysis is most helpful, while a preliminary snapshot as presented in this Plan can help target potential retail businesses and customers.

This section of the report highlights observations and recommendations for many areas within economic restructuring. Many of the elements were adapted with permission from Robert Murphrey’s “**Six Factors of Economic Restructuring.**” Specifically, this research seeks to understand the retail market conditions and business climate by defining the trade area and the downtown customers, discovering the views of customers visiting downtown businesses and examining retail sales potential within the downtown of Marshall. Following the retail market conditions and business climate are recommendations for retail mix and business recruitment.

In addition to this brief assessment, a detailed look at the real estate market condition and availability will help provide further depth to this report. An analysis of rents, availability of space and potential financing mechanisms will play a key role in redeveloping businesses. It is recommended that the Development Association of Marshall augment this material with an in-depth study of the above mentioned categories.

Retail Market Conditions and Business Climate

Trade Area Definition – Where do shoppers in downtown Marshall travel from?

Prior to conducting a more detailed market analysis a zip code survey was prepared to gain a better understanding of local business patronage in downtown Marshall and just as important; to determine the place of residence of tourists and visitors to the area. This information is very important in finding ways to recruit and expand businesses as well as help existing businesses in the downtown so that Marshall can grow to become a desirous and competitive destination in the greater Asheville and mountain region. This analysis helped influence the determination of the primary and secondary trade areas.

The zip code survey was held during a one-week period in downtown Marshall starting on Monday, May 18th and concluding Sunday, May 24th. It was important to select dates and times that were reflective of a ‘typical’ week in downtown Marshall where nothing major was taking place, such as a festival or special event, for a possible misrepresentation in the data. Surveys were distributed among ten (10) retail establishments all of which participated. The goal was for businesses to record the zip codes of their

customers as they made a purchase during the one-week period providing a snapshot of where shoppers and customers are coming from to visit Marshall’s downtown businesses.

The majority of customers purchasing goods in downtown came from the 28753 zip code that encompasses the town boundary of Marshall and the immediately adjacent area. All ten businesses returned surveys for a total of 915 total customer visits from 71 unique zip codes. Customers came from twenty individual states including North Carolina, Alabama, California, Florida, Georgia, Illinois, Indiana, Kentucky, Michigan, Mississippi, New Mexico, New York, Ohio, Oklahoma, Oregon, South Carolina, Tennessee, Texas, Utah, and Virginia. Below is a map showing where visitors came from and a chart showing the number of customers from each zip code.

Table B-2: Number of Individual Visitors	
State	Visitors
Alabama	1
California	2
Florida	16
Georgia	3
Illinois	2
Indiana	1
Kentucky	2
Mississippi	1
Michigan	4
North Carolina	829
New Mexico	2
New York	1
Ohio	1
Oklahoma	1
Oregon	1
South Carolina	6
Tennessee	21
Texas	3
Utah	1
Virginia	2
Unidentified	15
TOTAL	915

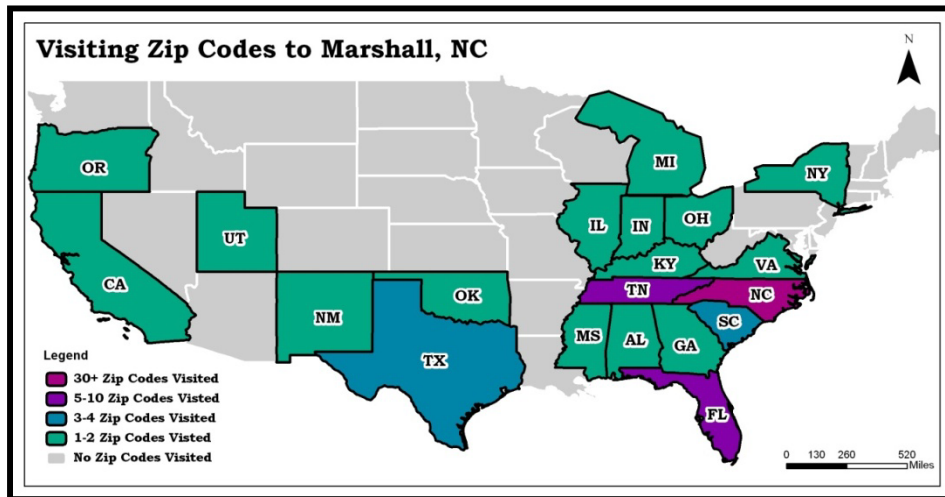
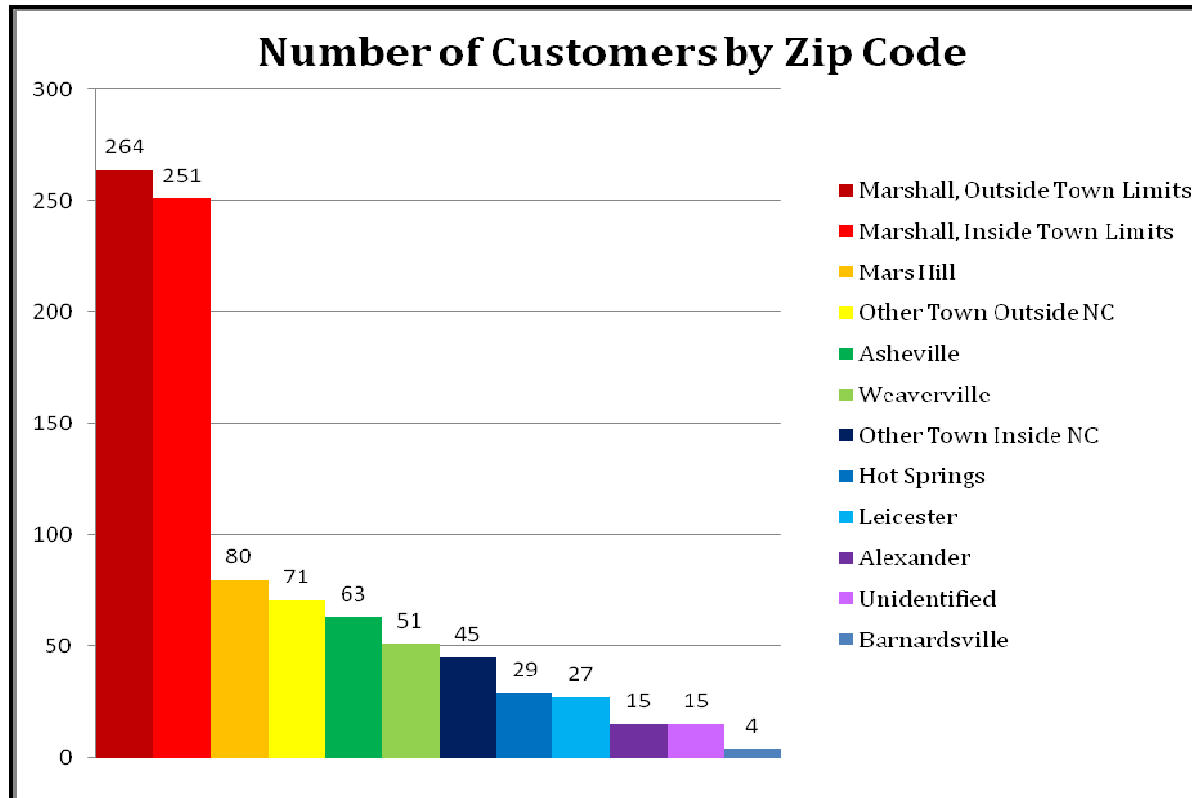


Fig. B-1: Visiting Zip Codes to Marshall, NC

Fig. B-2:



The following table describes the spatial relationship of zip codes by primary and secondary trade areas. The 28753 zip code area (Marshall Area) is clearly the leader in number of customers with 56 percent, which helps define the primary trade area - an approximate 10 minute drive or less from downtown (see the Drive Time & Zip Code Trade Area Analysis Map). The secondary trade area represents an approximate 15 minute drive or less and includes Mars Hill, Hot Springs and Weaverville zip codes. An emerging trade area is Asheville; although it is just beyond a 15 minute drive and what is defined as a secondary trade area, the Asheville zip codes had a significant amount of customers traveling to Marshall. Asheville presents an opportunity for attracting new customers. The Business Summary table displays the number of zip codes and customers by business patronized.

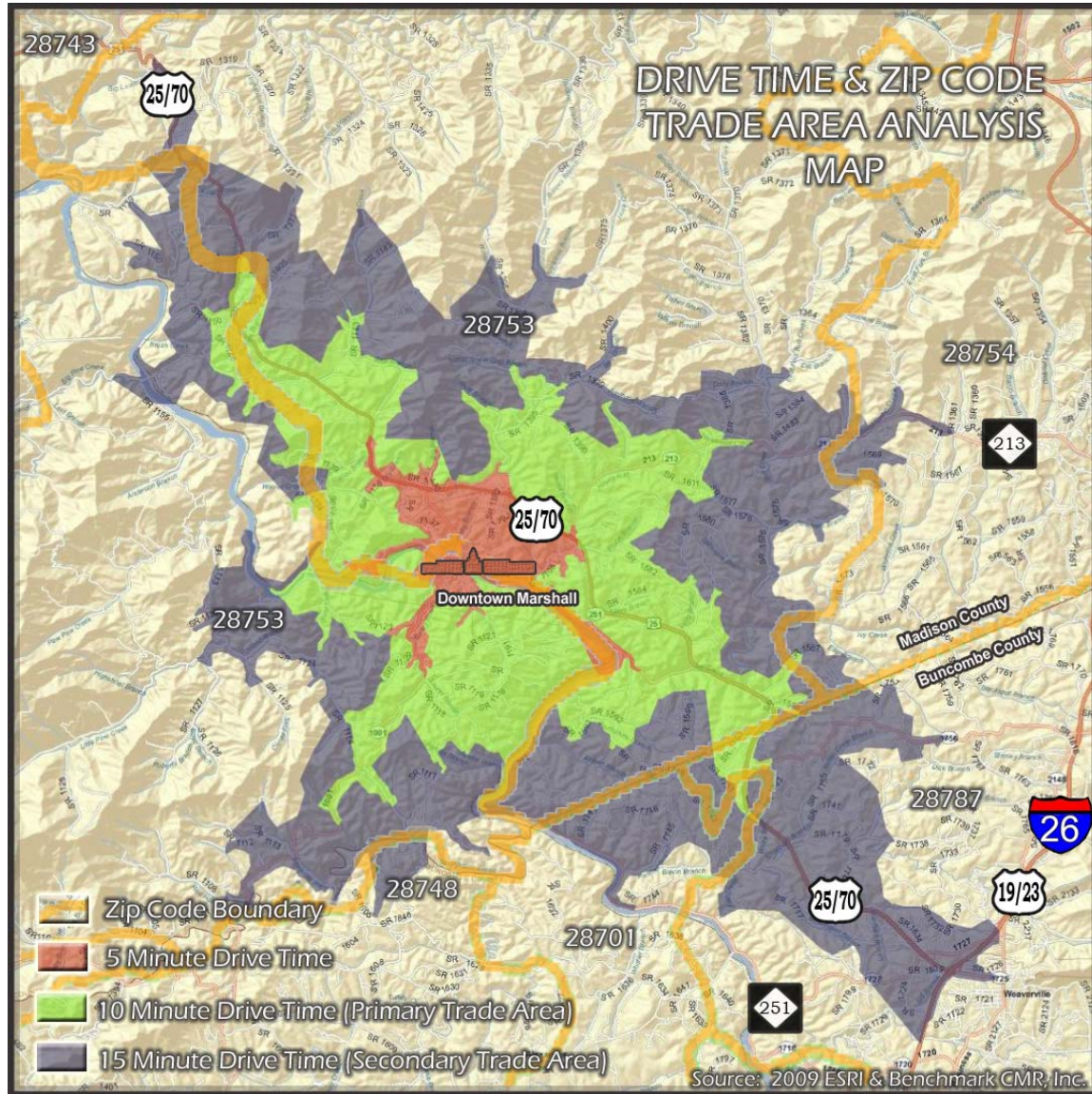
Table B-3: Spatial Concentration of Customers by Zip Code

Zip Codes	City	Population	Visits	Trade Area Rank
28753 Outside Town Limits	Marshall	N/A	264	Primary
28753 Inside Town Limits	Marshall	840	251	Primary
28754	Mars Hill	1,764	80	Secondary
28743	Hot Springs	645	29	Secondary
28787	Weaverville	2,416	51	Secondary
28801, 28803, 28804, 28805, 28806	Asheville	68,889	63	Emerging Area
28748	Leicester	9,555	27	
28701	Alexander	3,110	15	
28709	Barnardsville	1,647	4	
Other		N/A	131	
TOTAL			915	

Table B-4: Business Summary – Zip Codes and Number of Customers by Business Visited

Business	28753	28753 OS	28754	28743	28787	28701	28748	28709	28801, 03, 04 05, 06	Other	TOTAL	Percentage
Feather Your Nest	3	8	6	1	5	0	1	0	6	23	53	5.79%
Coal Feed and Lumber	22	18	8	5	5	5	4	3	7	0	77	8.42%
My Sister's Attic	21	48	16	1	5	1	0	0	2	2	96	10.49%
Penland's Dept. Store	22	30	14	1	6	1	5	0	4	15	98	10.71%
Bowman Hardware	46	43	3	5	2	1	0	0	1	2	103	11.26%
Good Stuff Grocery	62	43	9	3	7	1	4	0	16	27	172	18.80%
Lapland Bookstore and Arts	9	12	2	0	1	1	0	0	1	10	36	3.93%
Shady Side Florist	4	10	5	7	4	1	4	0	2	8	45	4.92%
Zuma	38	49	16	6	16	3	4	1	22	27	182	19.89%
Bacchus Bistro	24	3	1	0	0	1	5	0	2	17	53	5.79%
TOTAL	251	264	80	29	51	15	27	4	63	131	915	100.00%

Map B-1: Trade Area Analysis Map



Customer Surveys and Perceptions

Consumer surveys were distributed the same week as the zip code surveys May 18-24 and yielded 71 responses. The majorities (71%), of those surveyed, were 36 years of age or older and 57 percent of all respondents were female. Most respondents live less than 10 minutes from the downtown (59%) and indicated an annual income of less than \$50,000 (62%). Results from the survey show that 61 percent of participants shop in downtown Marshall daily or weekly. Their number one reason for visiting downtown Marshall was to dine (64%). This is in tune with the importance survey takers placed on supporting local businesses (92%) and jobs (86%). However, when asked where they do most of their shopping 62 percent noted they shopped in a nearby town.

Survey takers for the most part seemed pleased with their downtown, as their responses illustrate a safe (83%) and attractive (60%) downtown filled with friendly salespeople (97%) and quality goods (65%). When asked what services they would use regularly if located in the downtown responses focused on personal services (beauty salons and barber shops), a variety of retail (art galleries and supply stores, bookstores, gardening centers, clothing shops,) with an emphasis on the food industry (bakeries, grocery stores, ice cream parlors, and more restaurants), recreational and entertainment opportunities (dog parks, bowling alleys, and nightlife). Overwhelmingly, 81 percent of respondents indicated the best way to discover their downtown is by word of mouth.

I. How often do you shop in downtown Marshall?		
	Response Percent	Response Count
Everyday	32.3%	21
Several times per week	32.3%	21
Once a week	18.5%	12
Several times a month	4.6%	3
Several times a year	4.6%	3
Almost never	4.6%	3
Other (please specify)	3.1%	2
	answered question	65
	skipped question	1

Written Responses to Question #1

1. 3 times
2. Made Detour

2. What are the MAIN reasons you visit the downtown business area?		
	Response	Response Count
Shopping	61.5%	40
Banking	49.2%	32
Work	47.7%	31
Dining	64.6%	42
Personal Business	38.5%	25
Other (please specify)	18.5%	12
answered question		65
skipped question		1

Written Responses to Question #2

- | | |
|---|---|
| <ol style="list-style-type: none"> 1. Want to start business (Bakery) 2. Religious 3. I love it 4. Comrade 5. To socialize 6. Friends | <ol style="list-style-type: none"> 7. Social 8. Friendship, Recreation 9. Sorry- Confidential 10. To see people and play 11. Good stuff, Marshall High Studios 12. Studios 13. Mailbox |
|---|---|

3. Where do you do most of your shopping?		
	Response Percent	Response Count
Downtown Marshall	44.1%	26
Local Shopping Center	27.1%	16
Nearby Town	59.3%	35
Other (please specify)		5
answered question		59
skipped question		7

Written Responses to Question #3

1. Goodwill
2. Tasmania
3. Specialty
4. Shops
5. Amazing savings, Greenlife Grocery
6. Johnson City, TN

4. How would you rate the following about downtown?					
	Good	Fair	Poor	Rating Average	Response Count
Parking	22	24	18	2.06	64
Friendliness of Salespeople	64	2	0	2.97	66
Price of Merchandise	22	39	4	2.28	65
Variety of Goods	13	37	15	1.97	65
Quality of Goods	40	24	0	2.63	64
Attractiveness of area	39	22	5	2.52	66
Attractiveness of Buildings	32	32	2	2.45	66
Business Hours	20	37	8	2.18	65
Safety	54	10	2	2.79	66
answered question					66
skipped question					0

5. How important are the following to improving the downtown area?					
	Very	Somewhat	Not	Rating	Response
Historic Character	42	18	4	2.59	64
Cleanliness and maintenance	48	11	5	2.67	64
Focus on local customers	42	16	4	2.61	62
Supporting local businesses	60	5	0	2.92	65
Improve tourism	46	17	1	2.70	64
More special events/festivals	51	11	0	2.82	62
More jobs for locals	55	8	1	2.84	64
Customer service	33	20	9	2.39	62
Public improvements, streets, sidewalks, landscaping	37	20	7	2.47	64
More advertising	34	21	8	2.41	63
Regular/convenient business hours	39	17	7	2.51	63
Safety	27	19	15	2.20	61
answered question					65
skipped question					1

6. What types of services would you use regularly if they were located in downtown?	
(Answers below)	Response Count
	51
<i>answered question</i>	51
<i>skipped question</i>	15

Written Responses to Question #6

1. Restaurant, Grocery, Departmental
2. Bakery, Clothing
3. Bakery, Ice Cream Parlor, Salon, Barber Shop
4. Vet, Bakery, Ice Cream Parlor
5. Restaurants with longer, more regular hours, reliable breakfast. Nonsmoking bar with live music. Cat veterinarian, dentist
6. Gen. Merchandise, Gift Shops, Gallery Space for local artists
7. More Restaurants, Books
8. Dog Wash, Vet
9. Movie Theater, Bakery, Ice Cream Shop, Yarn Shop, Bowling Alley, Neighborhood Pub with Live Music, Recycling Drop-Off,
10. Hardware
11. Ice cream shop, Inn/Bed and Breakfast, Another art gallery that is high-end
12. Store for the local towns people to shop, Specialty shops for visitors
13. Hardware
14. Movies, Health Food Store, Ice Cream Store
15. Women's Clothing (boutique style) and shoes, Drug store line cosmetics, magazines
16. Bookstore, Restaurants, Clothing
17. Drug Store, Bookstore, Guitar Store (guitars, music, supplies)
18. Pharmacy, Bakery
19. Sporting Goods, Hotel
20. Drug Store
21. Barber Shop, More Restaurants, Antique Shops
22. Museum
23. Museum, Someplace selling greeting cards, Movies
24. Movie Theater, Laundromat, Museum
25. Good stuff needs more milk goods
26. Cheap food
27. Laundromat, Museums, Liquor Store
28. Art Store, Movie Theatre, Music Store, Garden Center
29. Office Supplies, Craft Supplies, Donut Shop, Garden Center
30. Movie Theatre, Garden Center, Salon, Music Store
31. Strip joint, gs station, music shop, more food options, taxi, Bed and Breakfast, hotel-motel, Brothel, Head shop, Print shop-Office supplies
32. Taxi, Packing/Shipping, Printshop
33. A Taqueria
34. Bike shop, Bar (non-redneck), Variety of restaurants, Laundry, Art Supply
35. Something to spend our money on and not have to go to Asheville or Weaverville

- 36. Ice Cream Shop, Burger Shop
- 37. The Taqueria, A breakfast joint that is open late, A place to listen to music on Friday/Saturday nights, High end art galleries
- 38. Brew Pub
- 39. Ice Cream Shop
- 40. A dog park - this is a reason I leave to to go to Asheville and then shop there so I don't have to run all over. Movie theatre or bowling alley. Some sort of entertainment.
- 41. Dog park - fun park or Theatre
- 42. Health food stores, Natural/organic stores, Dog Park, Theatre
- 43. Theatre, Dog Park, Young Hip Stores
- 44. Dog Park, Bowling
- 45. A Dog Park would be nice, Theatre, More Restaurants
- 46. Dog Park, Spa, Pizza Place, Theater
- 47. More restaurants, Dry cleaners
- 48. gas station, office supply store
- 49. More restaurants, local artist shops
- 50. Barber Shop or Salon, Ice Cream Shop
- 51. Sporting goods, gardening/greenhouse, youth facility
- 52. Drug store, Ice cream shop

7. Do you live....		
	Response	Response Count
In the town of Marshall	26.2%	17
Less than 5 minutes from downtown	20.0%	13
Between 5 and 10 minutes from downtown	12.3%	8
Between 10 and 15 minutes from downtown	21.5%	14
Other (please specify)	20.0%	13
answered question		65
skipped question		1

Written Responses to Question #7

- | | |
|----------------------------|-----------------------------|
| 1. Emma - 25 min away | 8. Yancey County |
| 2. Chapel Hill, Guntertown | 9. Shelton Laurel - 30 min. |
| 3. Australia | 10. Laurel |
| 4. Greeneville, TN | 11. Big Laurel - 30 minutes |
| 5. Asheville (20 min) | 12. 18 minutes to downtown |
| 6. Foster Creek | 13. out of Marshall |
| 7. Big Pine | |

8. How do you find out about local businesses, shopping, specials, and/or		
	Response	Response
Local newspaper	54.7%	35
Other newspaper	10.9%	7
TV station	1.6%	1
Radio station	7.8%	5
Direct mail, flyers, etc.	14.1%	9
Word of mouth	82.8%	53
E-mail or Facebook	28.1%	18
Other (please specify)		12
answered question		64
skipped question		2

Written Responses to Question #8

- 1. Cruise around town
- 2. Visiting
- 3. By making a detour
- 4. Marshall blog spot - Ben Walters
- 5. Strolling the street!
- 6. Walking around!
- 7. Postal Fliers
- 8. Good Stuff
- 9. AJ, Pat Franklin
- 10. Girlfriend
- 11. When I come to Marshall
- 12. Walk by

9. Are you?		
	Response	Response
Male	45.3%	29
Female	54.7%	35
answered question		64
skipped question		2

10. Are you?		
	Response	Response
Between 15 to 19 years of age	1.5%	1
Between 20 to 25 years of age	7.6%	5
Between 26 to 35 years of age	21.2%	14
Between 36 to 50 years of age	31.8%	21
Over 50	37.9%	25
answered question		66
skipped question		0

II. What is your approximate household income?		
	Response	Response
Under \$20,000	35.5%	22
Between \$20,000 to \$35,000	14.5%	9
Between \$35,000 to \$50,000	16.1%	10
Between \$50,000 to \$100,000	21.0%	13
Over \$100,000	12.9%	8
	answered question	62
	skipped question	4

Retail Sales Potential

Approximately \$30 million dollars in retail trade is accounted for within a ten minute drive of downtown Marshall, which is approximately 18% of the total county retail trade. Located very close to downtown are several shopping centers along the bypass including the newly constructed Ingles grocery store. Downtown is a small retail, artisan, finance and government center and is positioned to capture additional consumer dollars within the trade area, but competes with other shopping areas including free-standing stores – typical chain stores as well as local businesses.

Our brief assessment of the market conditions in Marshall, based on readily available information from several sources, indicates that the downtown commercial district, like most smaller downtowns, provides goods and services within a ten minute drive of downtown as confirmed by the customer surveys and zip code analysis (its primary trade area), while also generating additional sales from the county-wide trade area, pass-through tourism and other nearby communities. The other shopping areas serve the same general market, as well as a local neighborhood customer base adjacent to the downtown.

Like most downtowns, the downtown business district functions primarily as a Community Shopping Center, providing general and specialty merchandise and services to the Marshall Market -- capturing an estimated **11.4 percent or just over \$6 million** of the retail sales within a 15 minute drive of the downtown area. These sales are concentrated in motor vehicle and parts dealers, specialty food stores, other general merchandise stores, other miscellaneous store retailers, and non-store retailers. However, there are many categories within the core of downtown Marshall where “leakage” is occurring and potential exists for capturing new retail dollars. Leakage refers to the loss of potential business within your identified trade area to businesses located outside of the trade area.

After adjusting for local competition and focusing in on business categories that would be better suited in the downtown area, there is a **remaining \$21.6 million** in potential retail sales within a 15 minute drive of downtown to be captured in Furniture & Home

Furnishings Stores, Electronic and Appliance Stores, Clothing Stores and Clothing Accessory Stores, Sporting Goods, General Merchandise Stores, and Food Services & Drinking Places. Assuming the ability to capture 10 to 15 percent of these potential sales, nearly \$2.5 million in additional sales could realistically be captured in downtown Marshall. Certainly, a greater market potential exists; however, this data does not incorporate the impact of the new Wal-Mart that just opened in Weaverville may affect the downtown Marshall marketplace, even though the types of goods offered in a downtown setting are more specialized. Also, a unique retailer, such as a canoe/kayak store that specializes in custom craft and goods, offering tours along the French Broad River, could capture more of the market than 10 percent with a progressive and innovative retailer/business owner.

**TABLE B-5: RETAIL POTENTIAL ANALYSIS
DOWNTOWN MARSHALL, NC**

15 minute drive time area				
NAICS	BUSINESS TYPE	LEAKAGE/LOST BUSINESS	EST.CAPTURE	EST.SALES
442	Furniture & Home Furnishings Stores	-\$1,696,669	10%	\$169,667
443	Electronics & Appliance Stores	-\$1,811,390	10%	\$181,139
448	Clothing Stores & Clothing Accessories	-\$1,274,080	10%	\$127,408
4482	Sporting Goods	-\$521,819	10%	\$52,182
452	General Merchandise	-\$10,645,810	10%	\$1,064,581
722	Food Services & Drinking Places (All)	-\$5,650,671	15%	\$847,601
TOTAL		-\$21,600,439		\$2,442,577

SOURCE: ESRI (c) Business Information Services

Formatted By: Benchmark CMR, Inc.

Retail Recommendations and Business Recruitment

The downtown business district should attempt to capture a portion of the \$21.6 million in potential sales within a 15 minute drive of downtown with a goal of increasing downtown sales by \$0.5 million annually over the next 5 years. This can best be accomplished by increasing the availability and/or marketing of the identified retail opportunities by adding stores offering these products, and/or expanding the offerings of existing businesses downtown such as:

- Furniture & Home Furnishings Stores
- Electronics & Appliance Stores
- Clothing Stores and Clothing Accessories Stores
- Sporting Goods
- General Merchandise
- Food Services & Drinking Places

As noted in the consumer surveys, restaurants that are full service, something unique, and willing to stay open late hours in the evenings would be attractive to potential consumers and something that should be supported according to the market potential with Food Services and Drinking Places and the consumer surveys.

Downtown businesses should understand their markets and focus their promotional efforts on the markets they are most likely to attract. Most downtown retail areas function in an “inside-out” manner, with much of the retail trade being available from nearby neighborhoods and employees. The identified markets in Marshall, in order of importance are:

- 1) Approximately 500 area employees within five minutes of downtown, 1,300 employees within a 10 minute drive of downtown
- 2) Approximately 830 nearby residents, and 3,000 within 10 minutes of downtown
- 3) Visitors to other downtown businesses and downtown’s “magnets” (city and county offices, court house, library, post office, etc.)
- 4) Approximately 10,000 persons within 15 minutes of the business district
- 5) Tourists seeking the artisan and local businesses unique to Marshall – including ‘day-trippers’ from Asheville

Retail Mix and Recruitment Strategies

New businesses and products of the types identified in this report should be added to the supply. There is room for some additional businesses of the same type, as well as those that carry complementary merchandise and different merchandise.

It is also important to begin an effort to "cluster" businesses of similar or complementary types within given areas, in order to stimulate "cross-shopping" between stores. This can be helped IMMEDIATELY by businesses simply REFERRING customers to other downtown businesses, whether a competitor or not. A downtown sale, even to your competitor, is better than a sale lost to another shopping area.

A successful **business mix** will contain businesses that are:

- + **Market driven**
 - Provide products and services that meet local needs

- + **Financially feasible**
 - Have sufficient investment and financing
 - Business plan based on local market data

- + **Located appropriately**
 - In or near a “**comparable cluster**” of businesses
 - Same customer base-different products (Example: High income; low income; retirees)

 - In or near a “**complementary cluster**” of businesses
 - Goods and services used in conjunction with each other
 - Example: Women’s clothing/accessories; Convenience Items-groceries/drugs; Furniture/appliances

 - In or near a “**comparative cluster**” of businesses
 - Same or similar products (Example: furniture stores; jewelry stores; antique stores)

- + **Part of a “critical mass” of businesses**
 - Sufficient number of businesses and business types to provide a destination for shopping

Successful business **recruitment, retention and expansion:**

Retention/expansion

- + **A successful plan keeps the existing quality businesses in the community.**
 - Success of existing businesses helps in recruiting new businesses.
 - Visits with owners of existing businesses may identify problems, weaknesses that may need to be addressed by the recruitment committee.
 - Identify business opportunities that can be met by existing business expansions.
 - Identify new businesses that are complementary and will attract customers for existing businesses as well.

Recruitment

- + **Identify and solicit new business “suspects” that are likely to succeed in your community.**
- + **Conduct a community assessment.**
 - Survey local citizens about what products or services they must go outside the downtown or community to purchase.
 - Ask why they may prefer going outside the community, even if those goods and services are available.
- + **Identify market potential for goods and services in order to add or expand the availability.**
- + **Determine business feasibility for businesses identified.**
 - Prepare business plans for each business type.
 - Review with local bankers and business development professionals.
- + **Prepare a list of similar businesses located in the suburbs, in nearby communities.**
- + **Develop a recruitment package including the information gathered from the community assessment, market data, and business plans.**
- + **Conduct recruitment effort:**
 - Letters with market information on
 - available buildings
 - sources of assistance

- financing options
 - Market Information
 - Follow-up phone calls
 - Personal visits to the prospect by committee
 - Invitations for prospects to visit the community
 - Maintain contact until decision made
 - Assist in establishing the business until open
 - Regular contact to retain





APPENDIX: SUMMARY OF PREVIOUS PLANS

C.I Previous Planning Documents

Since 1970, the Town of Marshall and Madison County have had numerous plans and studies completed thanks to the efforts individuals, governing boards, planning boards, and committees with the assistance of organizations such as “Handmade in America”, “NC Small Towns Prosperity (STEP)”, North Carolina Division of Community Assistance, and Land-of-Sky Regional Council. Each of these studies focused on different planning elements that affect the growth, stability, and economic prosperity of the town.

The purpose of this Comprehensive Land Use Plan is to incorporate the information, goals, and strategies of those previous plans and studies, along with the efforts of this Plan, into a cohesive “road map” for Marshall to follow and reach its future vision. Below is a summary of the elements that were focused on in each of those previous planning efforts:

Town of Marshall, NC Land Use Plan
prepared by NC Division of Community Assistance-1970

Planning Element	Addressed by Plan
General Land Use/Development	X
Downtown	
Flooding/Storm Water	X
River	X
Blannahassett Island	X
Open Space/Parks/Recreation	
Utilities	X
Transportation	X
Government/Enforcement	
Economic Development	
Historic Preservation	
Design	

Madison County, NC Retail Market Analysis

prepared by NC Department of Commerce Mountain Resource Center-1998

Planning Element	Addressed by Plan
General Land Use/Development	
Downtown	
Flooding/Storm Water	
River	
Blannahassett Island	
Open Space/Parks/Recreation	
Utilities	
Transportation	
Government/Enforcement	
Economic Development	X
Historic Preservation	
Design	

Town of Marshall, NC HandMade in America:

Small Town Revitalization Project Report on the Community Assessment

prepared by HandMade in America-1999

Planning Element	Addressed by Plan
General Land Use/Development	
Downtown	X
Flooding/Storm Water	
River	X
Blannahassett Island	X
Open Space/Parks/Recreation	X
Utilities	X
Transportation	X
Government/Enforcement	X
Economic Development	X
Historic Preservation	X
Design	X

**French Broad River Basinwide Water Quality Plan
2000**

Planning Element	Addressed by Plan
General Land Use/Development	
Downtown	
Flooding/Storm Water	X
River	X
Blannahassett Island	
Open Space/Parks/Recreation	
Utilities	X
Transportation	
Government/Enforcement	
Economic Development	
Historic Preservation	
Design	

**French Broad River Section 8 Paddle Trail:
Economic Development Feasibility Study for Marshall, NC
prepared by Doug Mackenzie- 2003**

Planning Element	Addressed by Plan
General Land Use/Development	
Downtown	
Flooding/Storm Water	
River	X
Blannahassett Island	
Open Space/Parks/Recreation	X
Utilities	
Transportation	
Government/Enforcement	
Economic Development	X
Historic Preservation	
Design	

Marketing Madison County:
An Economic Development Strategy for Madison County and the I-26 Corridor
 prepared by Bullock and Haddow LLC-2004

Planning Element	Addressed by Plan
General Land Use/Development	
Downtown	
Flooding/Storm Water	
River	
Blannahasett Island	
Open Space/Parks/Recreation	X
Utilities	
Transportation	X
Government/Enforcement	
Economic Development	X
Historic Preservation	X
Design	

Town of Marshall, NC Business Area Redevelopment Plan
 prepared by Land-of-Sky Regional Council-2005

Planning Element	Addressed by Plan
General Land Use/Development	
Downtown	X
Flooding/Storm Water	X
River	X
Blannahasett Island	X
Open Space/Parks/Recreation	X
Utilities	X
Transportation	
Government/Enforcement	X
Economic Development	X
Historic Preservation	X
Design	

Madison County Heritage Development Plan
 prepared by Blue Ridge National Heritage Area- 2006/2007

Planning Element	Addressed by Plan
General Land Use/Development	
Downtown	
Flooding/Storm Water	
River	
Blannahassett Island	
Open Space/Parks/Recreation	X
Utilities	
Transportation	
Government/Enforcement	
Economic Development	X
Historic Preservation	X
Design	

Marshall Workshop 2007: Uniting Community and Students through Cooperative Design
 prepared by the NC State University Department of Landscape Architecture
 and coordinated by the NC Rural Center NC STEP program- 2007

Planning Element	Addressed by Plan
General Land Use/Development	
Downtown	X
Flooding/Storm Water	X
River	X
Blannahassett Island	X
Open Space/Parks/Recreation	X
Utilities	
Transportation	X
Government/Enforcement	
Economic Development	X
Historic Preservation	X
Design	X

Town of Marshall, NC Strategic Economic Development Plan

prepared by NC STEP and Land-of-Sky Regional Council –2007

Planning Element	Addressed by Plan
General Land Use/Development	
Downtown	X
Flooding/Storm Water	X
River	
Blannhassett Island	X
Open Space/Parks/Recreation	X
Utilities	X
Transportation	
Government/Enforcement	X
Economic Development	X
Historic Preservation	
Design	

Blannhassett Island Master Plan

prepared by Marshall NC STEP Master Planning Subcommittee

and updated by Marshall Planning Board-2008

Planning Element	Addressed by Plan
General Land Use/Development	
Downtown	
Flooding/Storm Water	
River	X
Blannhassett Island	X
Open Space/Parks/Recreation	X
Utilities	
Transportation	
Government/Enforcement	X
Economic Development	
Historic Preservation	
Design	X

Town of Marshall, NC National Register District Registration Form
 prepared by Sybil Argintar with Southern Preservation Services-2007

Planning Element	Addressed by Plan
General Land Use/Development	
Downtown	X
Flooding/Storm Water	
River	
Blannahassett Island	
Open Space/Parks/Recreation	
Utilities	
Transportation	
Government/Enforcement	
Economic Development	
Historic Preservation	X
Design	

Town of Marshall, NC Parks Master Plan
 prepared by Town of Marshall Planning Board-2009

Planning Element	Addressed by Plan
General Land Use/Development	
Downtown	
Flooding/Storm Water	
River	X
Blannahassett Island	X
Open Space/Parks/Recreation	X
Utilities	
Transportation	
Government/Enforcement	X
Economic Development	
Historic Preservation	
Design	

Purpose of Marshall Comprehensive Land Use Plan
Prepared by Benchmark CMR, Inc.-2009

Planning Element	To be Addressed by Plan
General Land Use/Development	X
Downtown	X
Flooding/Storm Water	X
River	X
Blannahassett Island	X
Open Space/Parks/Recreation	X
Utilities	X
Transportation	X
Government/Enforcement	X
Economic Development	X
Historic Preservation	X
Design	X

C.2 Previous Public Input

Five of the 13 plans and studies included the extensive collection of public input as detailed in Appendix B. Each public input initiative focused on different topics, but several major themes emerged as common threads: code enforcement & appearance, economic development, recreation, historic preservation, and communication. Below is a summary of each of the five public input initiatives:

Handmade in America Community Assessment: Leadership Development Institute Workshop July 16, 1998

- **Wishes for Marshall:** cleanliness, maintenance, expanded tax base, better infrastructure, review of plans town brochure, more recreation, tourist destination
- **Strengths of Marshall:** French Broad River, Blannahassett Island, historic buildings, natural beauty, quiet setting, people, artistic environment, new development

French Broad River Section 8 Paddle Trail Feasibility: Business Survey 2003

Twenty (20) Marshall businesses were surveyed. Eighty percent see no increase in their revenues during rafting season. Approximately, 95 percent believe that having river users begin and end their trips in Marshall would be good for Marshall's economy. A total of 100 percent believe making this section of the river more accessible is a good idea. Also, 95 percent think that a rafting company would be a good business to have in Marshall. No one foresees having problems with out of town river users. Less than 50 percent use the river in any way. One hundred percent (100%) say they would promote the use of this section of the French Broad. When asked where a good location for a rafting company would be, the following suggestions were made: the island, the Chevy building, Cody Motor Sales, the Glove Factory, and the back lot of Bowman Hardware.

Town of Marshall, NC Business Area Redevelopment Plan: Individual Input and Public Meeting May 10 & 31, 2005

- **High Priority Suggestions for downtown Marshall:** storm water improvements, wayfinding signage, encourage nightlife, park improvements on Blannahassett Island, façade improvements, improve and streamline government operations, amphitheater, public restrooms, flood damage prevention for existing buildings, water and sewer improvements
- **Ideas for Improvements to downtown Marshall:** storm water improvements, water and sewer improvements, parking garage, improved handicapped (ADA) accessibility, pedestrian and bicycle improvements, bury utility lines, improve internet infrastructure, wayfinding signs, improved entryways, façade improvements, improve and streamline government operations, flood mitigation, attract business including restaurants, beauty shops, outdoor shops, & grocery stores, establish a business directory map, public restrooms, historic designation, improvements on Blannahassett Island

“Marshall Grows”: NC STEP Kick-off Event

August 5, 2006

The following types of uses were listed as those desired by attendees of the meeting:

- **Retail:** grocery store/co-op, specialty restaurants, beer & wine sales/pub, barber/beauty shop, bike shop, feed & seed shop, movie theater/stage show, jewelry store, hardware store, art center, bookstore, baked goods, ice cream, farmer’s market, hotel
- **Services:** professional offices, small business incubator, music recording studio, day care, art classes, pet services, fitness center, bed and breakfast inn
- **Events/Venues:** Amphitheater, dance hall, music hall, theater
- **Parks/Community Services:** playground, dog park, bike trail, river access, community garden, community center
- **Residential:** second floor apartments & condos
- **General:** no franchise businesses, safe & clean, merchants association
- **Marshall’s Assets:** history & buildings, river, people, island, natural beauty, quiet setting, authenticity, family-friendliness, location

Marshall Workshop Charrette

March 29-31, 2007

- **Ideas to Improve Marshall:** beer and wine sales, Blannhasset Island improvements, arts, downtown parking improvements, public restrooms, visitor’s center, public transit connections to Asheville & Weaverville, river access, new recreational opportunities (disc golf, walking trails, bike trails), community center, pedestrian improvements, historic displays, performance venue, historic & cultural preservation, passenger rail service, downtown residences, corridor growth management, infrastructure improvements, development of town-owned properties, bury utility lines, highlight back streets, tie bypass to downtown, wayfinding signage, encourage tourism, encourage lodging opportunities, improve communication about community events
- **Marshall’s Top Issues for Future Development:** Blannhasset Island, growth, infrastructure, linking downtown and bypass, use & preservation of existing buildings, downtown parking, code enforcement/clean up/maintenance/appearance, funding & finances, wine & beer sales, Back Street development, uniqueness & authenticity, environmental protection, flooding, affordable housing, working with County, communication, consensus, fire protection, planning/zoning/ development standards, historic & cultural preservation, water sources, bypass development & annexation, acceptance of newcomers

**SWOT Analysis for Strategic Economic Development Plan
2007**

- **Strengths:** history, culture, buildings, downtown, arts & crafts, natural beauty, river, Blannahassett Island, location, access, people, safety, lack of traffic
- **Weaknesses:** infrastructure, building maintenance, handicap accessibility, visibility & wayfinding, government communication, attitudes, parking, lack of jobs, limited recreation venues, no alcohol sales, store hours, lack of retail, economic disparity
- **Opportunities:** population growth, change in demographics, low taxes, retirees, commuters, river & mountains as recreation, regional context, proximity to I-26, good roads, communication, film industry, tourism, local agriculture, farmers' market, historic preservation
- **Threats:** flooding, railroad noise, pollution, land price, bypass, crime, commerce, gas costs, taxes, attitudes, globalization, lack of telecommunications

Public Input Summary

For the purposes of this Plan, past public input can be condensed into the following categories:

Marshall's Strengths

- Location
- Natural beauty
- Quiet setting
- Uniqueness and authenticity
- Marshall's people
- French Broad River
- Blannahassett Island
- Historic downtown
- Artistic environment

Marshall's Challenges

- Water sources
- Utility lines-water, sewer, electrical, etc.
- Flooding and storm water

- Preserving historic and cultural resources
- Code enforcement and appearance
- Planning and development standards
- Linking the downtown to the bypass
- Government operations and communication
- Downtown parking
- Finances and revenue

Marshall's Wants

- Variety of retail & service businesses
- Beer & wine sales
- Performance venues
- Public restrooms
- Visitor's Center
- Community Center
- Art Center
- Tourism
- River access
- Improved recreational opportunities
- Pedestrian improvements
- Bury utility lines
- Improve and utilize back streets
- Wayfinding signs

C.3 Implementation Strategy Status from Previous Plans

Below is a summary of all implementation strategies recommended in previous plans and studies and whether that strategy has been completed, is in progress, or no action has been taken.

Plan Name	Implementation Strategies	Status	Notes
French Broad River Section 8 Paddle Trail Feasibility Study	Examine portage options for Capitola Dam	In progress	Being pursued by Riverlink
	Examine portage options for Redmon Dam	In progress	Being pursued by Riverlink
Business Area Redevelopment Plan	Fix and improve storm water management system by installing three stormwater pump stations and one-way valves on the existing stormwater drains to the French Broad River (detailed proposal attached)	In progress	
	Rehabilitate and flood-proof four of the Town's existing wastewater pump stations, and address infiltration and inflow of the sanitary sewer collection system through the rehabilitation of a portion of the gravity sewer system.	No action	
	Flood-proof 22 privately-owned buildings in the Town (list is provided in Table 4-2) and four County-owned buildings (these are described in detail in the Madison County Plan). At this point, the Plan recommends hiring an engineering consultant to analyze the needs of each building and prepare a cost estimate for the recommended work.	No action	Unlikely
	Form a downtown association to plan and oversee revitalization efforts. Work with Land-of-Sky Regional Council and Handmade in America to develop an action plan to implement these and other activities	In process	Forming a Downtown Development Association. NC STEP group is working on revitalization
	Pursue getting the downtown listed on the National Register of Historic Places. Recommend hiring a consultant to perform a study and make application to the National Register for an estimated cost of \$6,500.	Completed	
	Create and post new signs on 25/70 and on I-26 to direct people to downtown. Estimated cost \$1,000.	In progress	
	Attract new businesses to downtown, especially restaurants and other businesses that will stay open in the evening and businesses that support and promote local crafts and products.	In progress	Job for new DDA

Plan Name	Implementation Strategies	Status	Notes
Business Area Redevelopment Plan (continued)	Redevelop Blannahassett Island to include a performance space, restrooms, gardens, walkways, play areas and other amenities that will attract the local community on a daily basis and visitors on a regular basis.	In progress	
	Create some access and use of the river in downtown and/or on the island (e.g. fishing piers, possibly boat launch areas). Follow-up on Feasibility Study done regarding kayaking/canoeing on this section of river.	In progress	
	Promote downtown Marshall as a destination for tourists through the I-26 Visitors Center, Madison County Chamber of Commerce and other venues.	In progress	Job for new DDA
	Work with internet providers to get wireless and voice-over internet service available in downtown Marshall.	In progress	Job for new DDA
	Relocate the Town Hall to another building downtown or build a new Town Hall on land the Town owns across from the current Town Hall.	In progress	
	Develop a hydraulic model and CIP for the Town's water system, to see where improvements are needed to address adequate fire protection and future capacity needs.	In progress	Almost complete
	Survey and smoke- test the sewer collection system, perform infiltration and inflow analysis of the system and develop a prioritized list of repairs and/or replacements.	In progress	
	Relocate utility lines underground or off the main streets.	No action	Unlikely
	Set up an entrepreneur/business support center.	Completed	"The Very Small Business Center"
	Explore the formation of a merchants association.	In progress	Job for new DDA
	Develop a "welcome wagon" service to offer to new businesses.	In progress	Job for new DDA
	Publish business-focused articles regularly in the Sentinel and business-oriented publications.	In progress	Job for new DDA
Strategic Economic Development Plan	Seek sources to provide low/no interest loans available to property owners for façade improvements and building rehabilitation activities. Build on the Business Area Redevelopment Loan program to provide funds to more building owners and businesses.	Completed	Land-of-Sky Regional Council
	Recruit new businesses to Marshall.	In progress	Job for new DDA

Plan Name	Implementation Strategies	Status	Notes
Strategic Economic Development Plan (continued)	Town needs to work with internet providers to get wireless and voice-over internet service available in downtown Marshall and throughout as much of the town as possible.	In progress	Job for new DDA
	Develop a Communications Plan - Utilize multiple forms of communications (newsletter, newspaper, website, flyers, word of mouth, etc.) to inform people and organizations about redevelopment activities and community events and invite involvement (P&C)	In progress	Job for new DDA
	Plan and hold a variety of downtown events. Focus on improving current events and developing some new events.		Job for new DDA
	Create and post new signs on 25/70 and other "approach roads" to direct people to downtown ("Welcome to Marshall" and "Welcome to Historic District/Downtown").	In progress	Designs have been approved, waiting for contracts
	Transform the island to a place where locals and visitors will spend time regularly - Develop and implement a master plan for the island – ideas for improvements include a performance space, restrooms, gardens, walkways, play areas and other amenities that will attract the local community on a daily basis and visitors on a regular basis.	In progress	
	Develop a town-wide inventory and brochure for greenways, parks and green space that addresses community's recreation needs in a comprehensive way (the island cannot provide for all recreational needs).	No action	
	Develop a Community Center downtown or in another central location.	In progress	
	Develop a Capital Improvement Plan and invest in needed water and sewer infrastructure improvements.	In progress	Almost done
	Increase the water supply capacity for the Town in the short-term.	In progress	Almost done
	Increase the water supply capacity for the Town. Explore water supply options and plan for long-term solution to water supply.	In progress	\$2.1 million of grants received
	Update the Town's development ordinances for new development throughout Marshall to protect and enhance historic development patterns and its sense of place.	No action	Waiting for Comprehensive Land Use Plan
	Update the Town's comprehensive plan	In progress	
Develop a parking plan	In progress		

Plan Name	Implementation Strategies	Status	Notes
Strategic Economic Development Plan (continued)	Consistently enforce the zoning and subdivision regulations.	No action	
	Relocate utility lines underground or off the main streets.	No action	Unlikely
Parks Master Plan 2009	Skate park proposal for the former Rec Park would create new recreational opportunities for growth.	In progress	
	Youth ball fields need to be moved or additional ones built to accommodate current demand.	No action	
	Consider proposal to purchase private land on Main Street and Redmon Road to extend Blannahasset amenities over the river and construct a pedestrian bridge	No action	
	Watershed Property is 5 miles outside of town and consists of almost 600 acres, one of the largest undeveloped tracts in the community; Town is considering selling parts of the property to finance other capital needs.	No action	Unlikely
	Canoe/Kayak Launch Feasibility Study should be reviewed.	In progress	Being pursued by Riverlink
	Blannahasset Island Master plan has been updated and is due to be reviewed by the Town Board for adoption.	In progress	Needs to be adopted
	County of Madison recently leased all of their land on the Island to the Marshall Community Center which is in no way connected to the Town of Marshall, opportunities must be found for cooperation.	No action	
	Direct the newly activated Parks and Recreation Board to review this document in a timely manner and come up with strategies for implementation.	No action	Board has not been formed yet
	Support the Implementation of the Blannahasset Island Master Plan.	No action	
	Consider analyzing land in and around Housing Authority sites for future use in order to effectively provide park and recreation opportunities to all residents.	No action	
	Direct the Planning Board and newly activated Parks and Recreation Board to hold public involvement sessions solely dedicated to park, recreation, open and public space concerns.	No action	

Plan Name	Implementation Strategies	Status	Notes
Parks Master Plan 2009 (continued)	Establish needs list based on data and public input; analyze capital needs for list.	In process	Comprehensive Land Use Plan
	Consider acquiring property on northwest side of Marshall to extend Blannahassett Island park amenities (creation of Marshall Beach Park along Redmon Rd.)	No action	
	Consider marketing town amenities through brochure, website, and other means.	In process	Job for new DDA
	Partner with county and schools to synergize recreation efforts.	No action	
	Empower the Parks and Recreation (appointed) Board to encourage community involvement in activation and management of current park spaces.	No action	
	Have Planning Board and Parks Board advocated for positive public space outcomes when considering the possibility of Madison County vacating one or more properties within the town of Marshall.	No action	
	Explore regular funding mechanisms for the park system, including but not limited to annual budget allowance for park maintenance and administration.	No action	
	Work towards increasing the town's organizational capacity with the goal of hiring professional staff (e.g. a town manager) in order to effectively delegate polices of the elected officials.	No action	
	Commit to increasing the Town's ability to compete effectively in grant processes by developing strategies that address management and funding mechanisms.	No action	
	Elected officials, Parks and Recreation Board and Planning Board must work within the community to engage elders/seniors in town recreation.	No action	
	Establish a long term plan for conservation and enlist professional planners to explore alternatives for the highest and best long term use of 500+ acres of "watershed property."	Probable not going to happen	Unlikely
	Have Planning Board and Parks and Recreation Board take photographs to update this Parks Master Plan	No action	
Develop a strategy for regular Parks Master Plan updates: every two years for updates and every ten years (coinciding with release of census data) for new comprehensive Parks plan.	No action		

Plan Name	Implementation Strategies	Status	Notes
Blannahasset Island Master Plan	Reactivate the Town of Marshall's Parks and Recreation Board and charge them to assist with the implementation of the PARTF grant funds for Blannahasset Island Park if award is granted.	No action	
	Commit to having the Marshall NCSTEP committee-- facilitate a positive working relations between the Town, the County, and MHS regarding Blannahasset development.	No action	
	Hold regular meeting between MHS, the Town and County regarding best practices in park and public land management. When appropriate, ask the group to consider cooperative forms of park management.	No action	
	Ensure that the Parks and Recreation Board is trained and provided with resources on parks and recreation planning	No action	
	Charge the NCSTEP group with performing a yearly audit describing how Blannahasset Island impacts the community	No action	
	Include multiple design professionals in a community design review for any features proposed for the island	No action	
	Use local artists and craftspersons to design and create the built environment whenever possible	No action	
	Schedule biennial reviews of the document by the Parks and Recreation Board and Town of Marshall Public Works staff.	No action	
	A comprehensive update or overhaul should be performed ever ten years to coincide with release of new census data.	No action	
	Both the town and the county should include funding in their budgets for annual administration, maintenance, and improvements to Blannahasset Island.	No action	
Marshall Workshop 2007	Preserve the small town, unique character of the main street of the town.	No action	
	Compliment the existing historic architecture.	No action	
	Enhance the pedestrian orientation of downtown area, & encourage streetscape design that is inviting & is on a human scale	No action	
	Communicate the community's vision for the main street area.	No action	

Plan Name	Implementation Strategies	Status	Notes
HandMade in America	Preserve and capitalize on Marshall's sense of place	No action	
	Protect and enhance historic development patterns and identity.	No action	
	Create an accessible network of open spaces.	No action	
	Use the Urban Forestry Grant to establish a landscape master plan and initial landscape/streetscape projects.	No action	
	Establish consistent patterns of details to enhance open spaces.	No action	
	Create an organizational structure to support these goals.	No action	
	Recognize and promote Marshall as a distinct historic community, and centerpiece of the heritage of Madison County.	No action	
	Recognize, preserve, and enhance the physical assets of Marshall's built environment that embody and communicate the historic identity of the community and Country.	No action	
	Develop urban design and building rehabilitation strategies for Marshall based upon shared goals.	No action	
	Develop a good map and brochure denoting routes, scenic views and the location of interesting historic structures, sites, districts, and outdoor recreation opportunities.	No action	
	Consider Blannahasset Island as an integral but distinct part of Marshall's revitalization effort. Develop a focused plan for the redevelopment of the Island's many resources.	No action	
	Immediately expand and invigorate discussions with North Carolina Department of Transportation (NCDOT) about the bridge replacement project.	Completed	
	Undertake a comprehensive architectural and historic resource inventory of Marshall that identifies potential National Register eligible properties and districts.	Completed (partially)	Historic district complete, other sites Future
	Pursue grant funding for the survey through the North Carolina State Historic Preservation Office, Division of Archives & History.	Completed (partially)	Historic district complete, other sites Future
Develop a National Register historic nomination for downtown Marshall.	Completed		

Plan Name	Implementation Strategies	Status	Notes
HandMade in America (continued)	Undertake a conditions survey assessing the physical and design integrity of existing commercial facades in downtown.	No action	
	Reopen ground floor storefronts wherever currently feasible and when planning major rehabilitations in the future using historically appropriate materials and design.	No action	
	Identify, preserve, and enhance key landmark structures in downtown. Investigate alternative funding options for rehabilitation and maintenance of non-commercial buildings.	No action	
	Make the former First Union Bank building a high-priority target for redevelopment planning.	No action	
	Stabilize and maintain rear facades of buildings along the river.	No action	
	Develop a long-term plan for the open area east of the police station to create a visually cohesive space that responds to rear access to buildings and future community use of the area.	No action	
	Create additional public parking.	No action	
	Clean, screen and green.	No action	
	Establish an Appearance Commission.	No action	Unlikely
	Develop a façade grant and low-interest loan pool to encourage building renovations.	No action	
	Develop and implement a business recruitment and retention plan for the downtown.	No action	Job for new DDA
	Discourage sprawl development on corridor entrances and the by-pass.	No action	Comprehensive Land Use Plan
	Encourage the purchase and redevelopment of the First Union Building.	Completed	NC State Employees Credit Union
	Develop the retirement/second home market niche.	No action	
	Capitalize on the outdoor recreation market.	No action	
	Continue the wise development of the Island.	No action	
Upgrade existing water and sewer facilities.	No action		
Develop and implement a tourism plan for the Country.	No action		

Plan Name	Implementation Strategies	Status	Notes
HandMade in America (continued)	Develop an Education Program about the downtown.	No action	
	Develop and promote an image of the downtown.	In process	Job for new DDA
	Develop a community logo.	No action	
	Implement the design recommendations.	No action	
	Form an events committee.	In process	Job for new DDA
	Develop a downtown farmers market.	Completed	
	Develop joint promotions.	In process	Job for new DDA
	Establish the lead organization.	In process	Job for new DDA
	Identify other partners.	No action	
	Formalize the board's actions.	No action	
	Prepare a strategic plan, work program, and initial budget.	Completed	NC STEP
	Accomplish an initial project.	Completed	Signs
	Promote teamwork and a shared workload.	No action	
	Consider creating a nonprofit organization.	In process	Job for new DDA
	Provide staff for the organization.	Completed	DDA Director and STEP coordinator
	Establish and protect scenic views of the river and town at each entrance to Marshall.	No action	
	Provide new opportunities for visual and physical access to river.	No action	
	Clearly delineate and res-stripe all parking spaces on Main Street and enforce a standard 2-3 hour parking ordinance.	No action	
	The Town and County should pursue the purchase of an automobile dealership space adjacent to the Courthouse for public parking to serve the County and Town.	n/a	no such place

Plan Name	Implementation Strategies	Status	Notes
HandMade in America (continued)	Town, County, and private sector employees should be encouraged to park in designated locations, particularly on the backside of the buildings next to the railroad.	No action	
	In cooperation with the Town, the revitalization organization should make an inventory of all vacant land in the downtown area that can be utilized for parking.	No action	
	With the redesign of the bridge and connector the island, there is a wonderful opportunity to create a welcome/ info. center on the island with ample parking that can provide pedestrian access to Marshall.	No action	
	All parking should be clearly marked and signed for easy access and direction.	No action	
French Broad River Basinwide Water Quality Plan	Identify and restore impaired waters in the basin.	No action	
	Identify and protect high value resource waters and biological communities of special importance.	No action	
	Protect unimpaired waters while allowing for reasonable economic growth.	No action	
	Develop appropriate management strategies to protect and restore water quality.	No action	
	Assure equitable distribution of waste assimilative capacity for dischargers	No action	
	Improve public awareness and involvement in the management of the state's surface waters.	No action	

D

APPENDIX: COMPREHENSIVE LAND USE PLAN PUBLIC INPUT

D.1 Community Input Meeting

A community ‘pot-luck’ was held on July 18th to provide an opportunity for residents to meet with the Planning Board members and planning consultants to review the draft Plan. The meeting was held in downtown at the Marshall Presbyterian Church meeting facility. Approximately 30 people attended the meeting. A brief presentation was given by the Planning Board chairman Gary Moore, followed by a brief summary of the draft Plan by planning consultant Jason Epley. After the presentation, meeting participants were able to walk around the room to four different stations which included a summary of the background research and a separate station for each goal in the draft Comprehensive Land Use Plan. The Planning Board and planning consultants were available to answer questions and meeting attendees were also encouraged to write down any concerns on the comment sheets at each station. After everyone had time to enjoy the food and review the draft Plan, a discussion was facilitated by the Planning Board and planning consultant to hear concerns and record ideas expressed by participants at the meeting. The meeting results were utilized by the Planning Board in preparing the final draft of the Plan.



Photos from the Community input meeting held on July 18, 2009



Photos from the Community input meeting held on July 18, 2009

D.2 Thirty-day Public Comment Period

Immediately following the meeting, the draft Comprehensive Land Use Plan was posted on the consultant website and all materials from the meeting were put on display in the Town Hall. Residents and community leaders were invited to download the Plan or pick up a copy of the Plan at Town Hall for review and comment. The comment period time-frame was July 18th - August 17th. Although the 'official' public comment period ended on August 17th, the Planning Board was available to receive comments after the 30-day comment period.

Thank you!

The Benchmark Planning Team would like to thank the Town Board of Alderman for the opportunity to be of service over the course of the project. We have enjoyed getting to know the Town, the Planning Board and all of the many volunteers that contributed their time in helping make this a great planning process and plan.

We are confident you will have success implementing the plan!

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